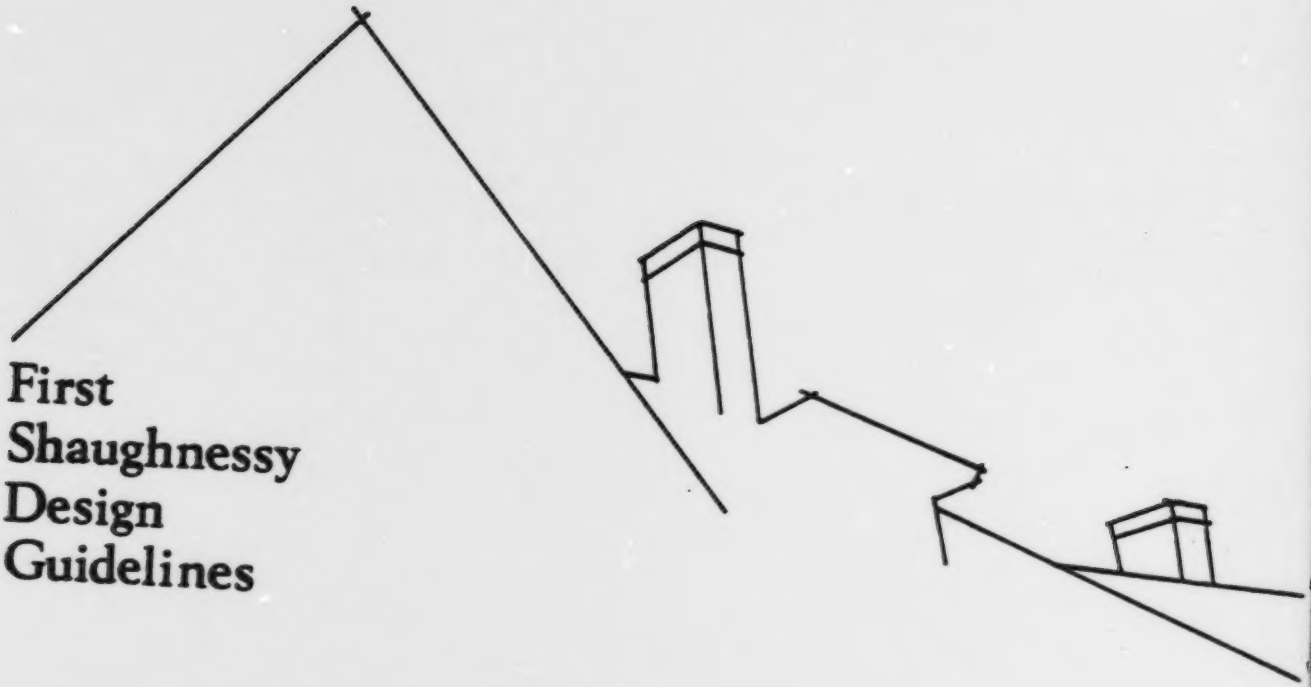

First Shaughnessy Design Guidelines

ADOPTED BY CITY COUNCIL MAY 11, 1982

Vancouver City Planning Department
May 1982

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PREFACE

The First Shaughnessy Design Guidelines described in this report were adopted by City Council on May 11, 1982.

The guidelines are intended to be used in conjunction with the First Shaughnessy Official Development Plan to assist in the preparation and review of all development in the First Shaughnessy District.

This report also includes as Appendix C a list of the major policies of the First Shaughnessy Plan which were adopted by Council on October 6, 1981. A Background Report is also available which describes the goals and policies of the First Shaughnessy Plan in more detail.

The following related documents may be obtained from the City Planning Department Receptionist Desk:

- Zoning and Development By-law including the First Shaughnessy Official Development Plan By-law
- Subdivision By-law
- First Shaughnessy Plan Background Report

FIRST SHAUGHNESSY DESIGN GUIDELINES

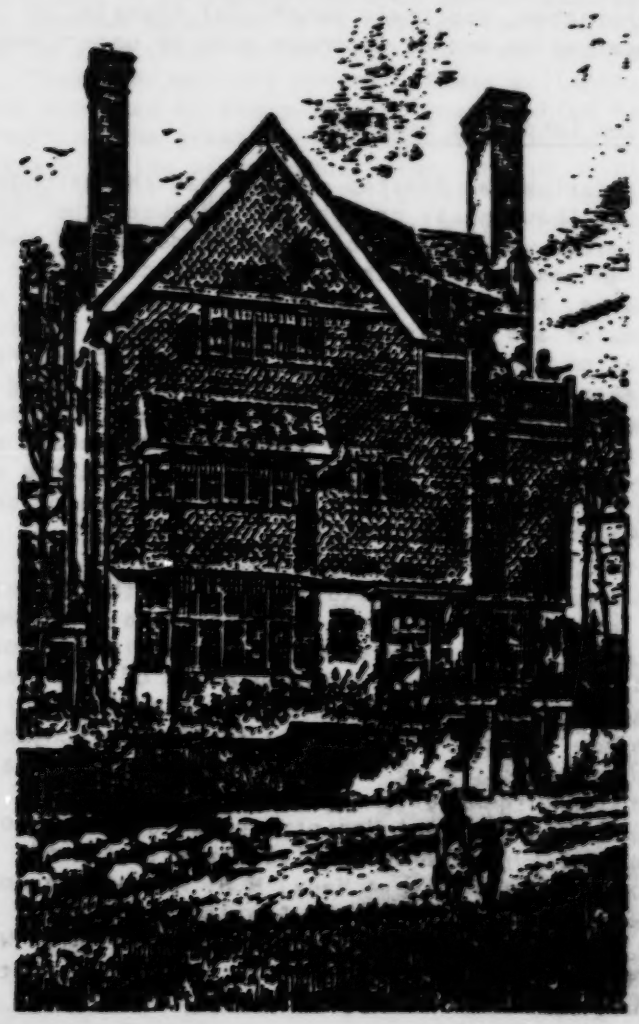
1. INTRODUCTION

The following design guidelines provide a contextural framework for reviewing all development in the First Shaughnessy District. These design guidelines complement the development guidelines and regulations set out in the First Shaughnessy Offical Development Plan. They form an important and integral part of the Plan by outlining broad design principles as well as providing specific design guidelines for both architectural and landscaping treatment.

2. HISTORICAL PERSPECTIVE AND IMAGE OF THE AREA

2.1 Overview

Shaughnessy's particular ambience is derived from the beginning of Vancouver's development and the planning and architectural attitudes of that time. In order to understand what elements should be preserved, the philosophies of urban design and architecture which are fundamental to the origins of Shaughnessy's form need to be identified.



This section examines:

- the planning philosophies which provided the basic concept for the particular street arrangement and the estate-sized lots;

- the historical design concepts which influenced residential design in Shaughnessy; and

- the landscape and streetscape treatments which remain the strongest overall contribution to the richness of the area.

The historical philosophies and concepts to be discussed have a solid grounding, particularly in their debt to the architecture and landscape architecture legacies of the late eighteenth and nineteenth centuries. In particular, late nineteenth century visions of residential architecture and urban design, reflected in such phrases as "house and garden", "picturesque landscape", "garden city", "naturalism", and "country life" are most relevant to Shaughnessy. These key phrases were instrumental in defining the latter stages of the Romantic Movement in architecture and landscape. The manner in which these were applied to early Shaughnessy, how they came together to create the special Shaughnessy character, and their beneficial translation in light of future preservation and development must be understood.

2.2 Architecture and Landscape Legacies

The work of Frederick Law Olmsted perhaps had the strongest influence on the design of Shaughnessy properties. Between the 1850's and the 1890's, Olmsted was responsible for the design of many parks and urban design concepts in other North American cities. Olmsted's layouts for parks, boulevards, and urban neighbourhoods sensitively combined vehicular and pedestrian circulation with a naturalistic flow of vegetation along the lines of the existing natural topography. Streets would follow contours, rising, falling and curving in an organic relationship with the land, instead of imposing a rigid grid or unnatural geometry. Roads and paths wound their way past trees, shrubs, lawns, rustic stone walls and picturesque architecture to attain a novel marriage of urban and rural elements.

At the same time, an ideology originating from the Romantic Movement greatly influenced residential architecture. An important part of this architectural style was an "eclectic" approach, characterized by a sophisticated manipulation of architectural form which had been borrowed from historic example. This was combined with the desire for a country feeling in conjunction with an urban architecture, a rapidly increasing fascination with the outdoors in general and gardens in particular. This was the picturesque, medieval "country-home" approach to the ideal residence popularized by American architects and designers A.J. Downing, Calvert Vaux, H.H. Richardson and even Frank Lloyd Wright. In England and Scotland, the chief exponents were J.C. Loudon, Philip Webb (who worked with William Morris), R. Norman Shaw, C. Voysey, W.R. Lethaby, E. Lutyens and C.R. Mackintosh.

The Shaughnessy that we recognize today resulted from the Olmsted-like romantic urban landscape planned by Montreal architect Frederick Todd in collaboration with Danish engineer L.E. Davisk. This picturesque eclecticism is most evident in stately houses designed by architects Maclure and Fox, Parr and Fee, MacKenzie and Ker, Thomas Hooper and others. These delightful structures have been enhanced by Vancouver's climate, which has promoted the lush growth of the great variety of native and exotic vegetation so necessary to the picturesque idiom, and so original to Shaughnessy itself. In fact, it is this very mature, even over-abundant, landscape that focuses our attention on Shaughnessy's unique character.

Downing's American cottages:
Above: "a villa in the Italian style, bracketed."
Below: "a small cottage, ... which would make a neat & picturesque dwelling ... for a small, respectable family leading a quiet, simple life."

3. DESIGN PRINCIPLES

3.1 Architectural Design Legacy

Most houses that typically dominate the architectural image of Shaughnessy were built before 1930. Superficially, many of them show details which refer to architectural styles of past centuries, especially the "half-timbered" structures of the Tudor period in England. Yet none of the buildings were designed, visually or structurally, as direct or accurate imitations of buildings of the past. Rather, the structures represent several styles, forms and details interpreted by various individuals in Shaughnessy's early development period and subject to alteration and change by many others over the years.

This poses a very obvious problem in the creation of design guidelines, which must refer to a great range of vaguely defined architectural styles. As a result, design guidelines must address such basic elements as massing and siting, and the classical principles of composition which are so strongly presented throughout Shaughnessy. The architect/developer must understand the basic organization of the plans, facades, and volumes of built form in order to deal with the problem of preserving the architectural character of the old buildings as well as guiding the quality of that character in new construction. If we are to attempt to understand what it is that is important in Shaughnessy architecture we must remember that we are referring to a nineteenth/early twentieth century house style, as it has been modified to suit the Vancouver climate, local use of building and plant materials, and construction methods practised at that time.

Tripartite housing expression realized in original materials, showing base, piano nobile and picturesque, steep roofline.

While some of the most interesting and imposing houses display a renaissance classical symmetry containing a central entrance porch and equal wings stretching to either side, most of the designs are more directly influenced by the deliberate asymmetry of late nineteenth century houses which combine irregular plans with the free-flowing romantic approach of the Neo-Gothic. Nevertheless, something that both types of Shaughnessy houses have in common is an essentially classical horizontal composition which divides the facade into a tripartite scheme of a basement, a "body" and an attic. In Shaughnessy, this represented a response to the early regulations which limited the structure to two and a half storeys. The basement or base (not counted as a storey) is usually strongly indicated, often with rustic stone facing. The main level of the house, therefore, is usually several feet above ground (the "Piano Nobile" of European residential architecture) and together with the storey above it, expresses itself on the principal planes of the facade. The facades, rather than being topped with a strong horizontal cornice denoting the line of a flat roof or concealing shallow sloped roofs behind them, usually support vigorous, steep roof planes forming picturesque triangular gables, and containing the allowed one-half storey or loft.

The importance of these three portions of the facade composition becomes apparent when one notes the way each tier has developed a very specific relation to the street, the property enclosure and the vegetation between the landscaped enclosure and the house. The delicate balance in attaining the degree of privacy appropriate to these houses and the degree of presence on the public street necessary for the urban quality of the house-street relationship has been achieved over the years by the application of landscape design principles affecting the broad area between the street and the house facade.

Many of Jude Shaughnessy's picturesque eclectic examples showed an incredible amount of craftsmanship and dedication in the use of materials and ornament.

3.2 Estate Scale Legacy

The large estate-like properties in First Shaughnessy create long uninterrupted stretches of landscaped streetscape. The traditional estate scale in Shaughnessy consists of a sidewalk/boulevard condition, a firm enclosure of the site, a private garden and a grand scaled structure situated on a large landscaped property. An important element contributing to the estate image is the front yard between the landscape enclosure and the building. This area conveys the scale of the principal residence and the estate property. This "antechamber" relies on heavy enclosure (landscaping, fencing, and/or wall) from the street in order to present the estate scale legacy. Unfortunately, post-war subdivision and development has often broken down this estate image with damaging effects on the streetscape as well.

Traditional estate scale legacy is delineated by landscape, architecture

"Grey gables" gatehouse is crucial Shaughnessy coach-house and entrance to estate

3.3 Landscape Screening Legacy

An important factor in Shaughnessy's development has been its presentation of a cohesive image despite variations in the form of development. For instance, the front yards vary - sometimes drastically - from house to house. Yet appearance from the street is similar in effect. The quality of the urban street and rural house relationship depends greatly upon four conditions which are described as: screening; layering; filigreeing and revealing. The first important factor is that the lowest level of the structure, where there may be a private garden, driveway and entryway is usually screened. This factor addresses concerns for privacy, concealment of parked vehicles as well as giving a sense of graciousness and aesthetic quality to the property. The private front garden is layered with many types of trees, varying in size, texture and colour. The layering between the enclosure element and the facade consists largely of small flowering or fruiting trees, shrubs and flowers, although more formal classical arrangements of previous years sometimes contribute as layering elements. The main living quarters in the middle levels of the house are partially veiled by the filigree of small branching/blossoming trees and bushes layered close to the facade of the structure, or by vines, creepers, planter-boxes or the like attached to the structure. Finally, as the eye travels upward, this screening/layering/filigreeing combination gives way, and the relatively unobstructed view of the picturesque upper volumes of the structure lies revealed, presenting an interesting sequence of more or less ornamented gables, roof planes and other architectural volumes which provide interesting silhouettes against the sky and lend richness to the experience of the streetscape.

While the lower levels of the houses are usually screened as described above, the visual contact of the upper parts of the houses with the street gives these streets the urban liveliness and sense of protection that pedestrians require in an urban setting. At night, the light from within these houses makes an especially important contribution to the comforting feeling of human presence and surveillance and the general safety of the street.

Landscape elements abound in Shaughnessy, and often take precedence over the architecture.

The traditional landscape principles:
1. screening ~ hedges; trees
2. layering ~ small trees; shrubs;
3. filigree ~ climbers; vines; ivy;
4. revealing ~ the roofline

3.4 Streetscape Legacy

The image of Shaughnessy is derived largely from the character of its streets. The overall effect is one of stately country homes situated in an estate setting. Gently curving tree-lined streets, small quiet parks and lush private gardens create a distinctive estate-garden quality.

This estate-garden concept is a major factor contributing to Shaughnessy's image and is comprised of several unique characteristics. Shaughnessy's streets contrast with most typical residential streets and are characterized by a rhythmic variation in setbacks and vegetation which confers a strong vertical and horizontal dimension. These elements are discussed on the following page.

Streetscape legacy in Shaughnessy followed romantic landscape, organic planning precedents

Shaughnessy streets are traditionally heavily treed & enclosed

The combination of low residential density and sufficient on-site parking results in very few vehicles being parked on the street. Because of this lack of on-street parking, the curb is the outer boundary of the street. The curb is separated from the sidewalk by a wide boulevard punctuated with a row of closely spaced trees. The overall effect is one of enclosure along the boulevard which is reinforced by arching branches and in some cases shrubs planted between the boulevard trees. The result is that the pedestrian experiences a continuous rhythm of trees and overhanging branches on the curb side, and on the other, fences and hedges - punctuated periodically by narrow gates at the driveways - which conceals most of the grounds and structures to the rear.

Above the line of fences, houses are sited at varying distances from the street and are seen through a thin veil consisting of the layering and filigree of tree and shrub branches. Views of the house are often restricted to the attic with its play of volumes, gable ends and roof planes. The skyline is made up of roofs and the tops of the tall trees. Occasional long vistas are also provided by driveways or other openings between structures and vegetation adding to the park-like quality of Shaughnessy streets. These elements should be recognized and preserved wherever possible.

Street intersections are of importance in Shaughnessy's development; each is unique and displays a differing combination of landscape/ streetscape elements. Some, particularly at Granville, show a somewhat disturbing resolution due to the intensity of the arterial traffic. Several blocks away, however, the image is often rural and peaceful. The paved walkways are traditionally narrow, bounded by green and often controlled on one side by a low stone wall of rough-cut masonry blocks, traditionally delineated by a thick evergreen hedge, and ending in tall, solid gateposts on which may be topped cast-iron and glass lanterns which remain often enough to be considered a special Shaughnessy motif to be preserved.

Angled views into property from street limited by landscape which conceals vehicles

3.5 Automobile Legacy

An important facet in maintaining the gracious ambience of Shaughnessy has been the limited visible presence of automobiles on the street. An important result of the historical landscape screening noted above is that it obscures parked vehicles in the driveways (often circular) which cut through the front gardens of many of the Shaughnessy houses. While the scale and size of most of the larger traditional houses provide a tolerable and sometimes even elegant relationship between the house and automobile, this is not always the case. In situations where the house is smaller in scale than the archetype and the front yard is shallow, the dominant impact of unscreened vehicles between the sidewalk and the house disrupts the parklike appearance of the street that is so typical in Shaughnessy. Wide circular driveways, with two entrances off the street, and excessive paving destroys the street's formal continuity and pleasant sense of closure.

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In contrast, the driveways on most typical Shaughnessy houses are narrow and are often flanked by gateposts of masonry or thick shrubs, or both, marking a clear transition between the street and the front yards. At the same time, they reduce the amount of paving which meets the eye at the property line, and restrict the angle of vision into the private front garden. The axial view down a long straight driveway leading past the main house to a coach house or garage to the rear of the property can also present an attractive perspective. These views start from the gateposts in the foreground, move along a line of trees or shrubbery, pass through a porte-cochere on the side of the house, and end with a distant view of the garage. Even a line of vehicles parked on such a driveway is minimally disturbing since the end of only one can be seen, usually at a fair distance from the sidewalk, and the angle of vision in which it can be seen is restricted by the narrow opening of the driveway. This type of enclosure is often successful when a driveway has been built very close to the side property line, leaving a minimum strip for a screening fence and some planting. This allows for the temporary or permanent storage of vehicles to the side and rear of the house, and is more in keeping with the preservation of the ambience of the area, rather than an insistence on a side setback for driveways which may then divert them through a shallow front yard, creating a visual disturbance which is difficult to conceal.

In keeping with the image of historic Shaughnessy, it is important to preserve the angle views from the street into the property by manipulating the enclosure elements. Visual control is achieved through proper dimensioning of gateposts and hedges with the driveway opening. Depth is required in order that cars may be screened from view, and to enhance glimpses of the structures themselves. This sense of tight, landscaped openings punctuating long expanses of enclosure is unique to Shaughnessy and should be carefully handled.

4. DESIGN GUIDELINES

4.1 Overview

Preservation of the Shaughnessy character must be sensitive to the strong home/garden/street relationship which distinguishes this area within Vancouver. This strong image was created in a relatively short period, at a time when quality homes were built, there was a dominant architectural approach, and good materials and craftsmen were available. Today, in recognition of contemporary housing standards, materials and workmanship, a more comprehensive assessment and design approach is needed to achieve these high standards and complementary design.

The following guidelines, however, do not require new housing design to replicate the older character housing existing in Shaughnessy. Rather, these guidelines reflect present day circumstances related to housing design, construction materials and methods but also emphasize the importance of high quality materials and skilled craftsmanship. They also stress the need for a sensitive design approach in order to satisfactorily address the relationship between house/garden/street and the surrounding environs as well. Successful design in First Shaughnessy requires a sensitive evaluative approach.

Archetypal Shaughnessy residence with full landscape details.

4.2 General Application

4.2.1 Neighbourliness

The combination of sensitive siting, design and use of materials creates a sense of harmony or neighbourliness in Shaughnessy. In part, the brief period in which most homes were built accounts for the development of a particularly attractive and enduring streetscape. The original homes do not compete with each other in composition, massing, siting, colour, quality and use of materials and architectural style. It is in effect a balanced form of architectural expression. This "Neighbourly Design" consideration should continue, noting that it consists of the following elements:

a) individual design solutions to a set of recurring architectural and site issues;

b) a clear definition of territoriality between neighbour, house and street;

c) outdoor places with a design and character of their own.

Original dwelling in excellent condition displaying excellence of siting and true accordance with the three principles of the "Neighbourly Design Legacy."

4.2.2 Materials

Reference to compatible materials in First Shaughnessy is complicated by their availability as well as acceptability over different periods of time. One of the prime criteria for establishing the acceptability of exterior materials is based on quality. High quality materials are defined by their cost as well as other aspects noted below which substantiate their use.

a) Sense of Timelessness. The materials retain their intended shape for many years from the time of installation and keep this shape without wrinkling, buckling, or curling. If they weather, fade or change colour, the change is predictable and desired, leading to the development of a sought-for "patina" rather than peeling, decomposition or deterioration in appearance or function.

b) Substantial Structural Qualities. The material has an intrinsic structural quality, and gives the appearance of a certain structural resistance. It does not have the appearance of a superficial, "pasted on" element. This is especially relevant when the material purports to have a true structural function, such as suggesting the timbers in a half-timbered structure, the stones in structural walls or the mullions in a window. The materials must have the thickness, depth, and solidity necessary to give the impression of their ability to perform their respective functions. It is important that the visible building materials as well as the structure contribute to this sense of solidity.

A wider diversity of materials were used, often in combination, for many of Shaughnessy's archetypal residences. Tried combinations led to successful, unique structures.

Volumetric massing and presentation of materials are exemplary in this house on Selkirk. High quality materials ensure the five criteria of materials are met.

c) Authentic Appearance. A principle of building which has for the most part been recognized in Shaughnessy, involves the "honest" use of materials, avoiding the use of impermanent, low-quality materials which masquerade as more enduring, architectural ones. The materials in question should avoid imitating others, e.g. stucco poorly imitating stone, asphalt shingle imitating brick, aluminum siding with embossed "wood" grain, false impressions applied to various material, etc. Within this category are included not only materials which have been used for major homes ("antiqued" brick; plastic or "yellow" glass; any form of mock wood hardware or detailing) but also substandard copies of the archetypal Shaughnessy gatepost-and-lantern detail (incompatible brick, tin and plastic lantern, and unsuitable house numbers, etc.). Most traditional Shaughnessy homes are constructed of wood shingles, wood clapboard, stucco, stone and brown/old brick materials. The picturesque ornamental appearance of Shaughnessy houses is not achieved by large, wide or colourful surface materials, but by the boldness and strength of the decorative elements or detailing, such as doors, porticos, cross-timbers, cornices, etc.

d) Qualities of Workmanship or Craft. The material should present an appearance of having been well-crafted for its aesthetic purposes, for example, the stucco infill between half-timbering is normally expected to have a finely-textured even surface, "classical" details in wood should have smooth surfaces and clean edges free of circular saw marks, hammer dents, etc: cut ends of timbers and boards exposed to the weather should be well smoothed and detailed to prevent deterioration from moisture, and so on. Wherever feasible, local craftsmen should be called upon to review the existing conditions and to create solid, lasting examples of craftsmanship. Over-processing or insensitive application of the material, as in florid, dramatically textured stucco and plastic work, is detrimental as are raw or stark materials, brilliantly coloured materials, or poorly constructed stylistically unsuitable items. Landscape is also regarded as a craft and care and sensitivity in design should extend to garden ornamentation, gazebos, outbuildings and the like. Craftsmanlike care should extend to the placement of plant materials, pruning and thinning.

e) Qualities of Appropriateness and Compatibility. The stylistic character of the building or the relation of the building to the character of the area affect the choice of appropriate materials. The materials traditionally associated with the "Tudor" house style exclude such elements as shiny aluminum window frames or clay tile roofs. The use of adobe or adobe-like building forms often appears foreign to the Vancouver climate and is jarring in the English parklike context of Shaughnessy. This is not to suggest that all buildings should follow the "Tudor" or picturesque style but to note that a sensitive response to the stylistic and visual forms of Shaughnessy is necessary to achieve acceptable design in Shaughnessy without destroying the established character. Shaughnessy is more than a twentieth-century Tudor enclave; it encompasses a wealth of styles and neighbourly interrelationships. These inter-relationships often draw their inspiration from the ingenious or even surprising juxtapositions of architecture and landscape styles. The English picturesque aesthetic is at its strongest here, but other approaches (e.g. Glen Brae, Villa Russe, Hycroft) are found to be compatible and enriching to the area.

4.2.3 Architectural Detailing

The detailing of new development must reinforce the traditional residential character of the area. Features such as roofs, windows and entranceways must be prominantly developed. The volume or planes of certain areas of the building may be expressed as projections or recessions rather than uniform planes enclosing a simple volume. (Roofs and entrance treatment are dealt with in greater detail in Section 4.3.) Window treatment must meet the following criteria:

a) all windows must be of wood sash construction in keeping with the traditional standard in the area;

b) all windows should be set within the exterior facade; and

c) traditional window treatment must be used where visible from the street. Skylights, plastic bubble windows and any other non-traditional windows must not be used in prominent locations on the building that are visible from the street.

4.2.4 Automobile Treatment

Circulation and parking areas must be provided on the site and address the following guidelines:

a) parking areas should generally be well hidden from view, preferably to the rear of the site;

b) parking areas and driveways located towards the front of the site must be contained and screened by a variety of means including porte-cocheres, landscape screening and layering, walls, hedges and other enclosures;

c) the driveway entrance must be narrow and the edges treated by landscaped screening or masonry work to minimize views of large areas of asphalt paving from the street;

d) views along private driveways should be interrupted by porte-cocheres, curving driveways, etc. so that the house facade is the primary focus from the street;

e) no more than two parked vehicles on the site should be visible from the street at any one time;

f) parking structures must be sensitively sited and visually unobtrusive. On-site parking structures should be enclosed, contained within or attached to the dwelling unit or located underground. The design of detached garages should have a coach-house appearance and complement other buildings on the site.

On-street parking in Shaughnessy spoils the park-like streetscape

The traditional screened enclosure consists of stone wall & hedge. Layering & filigree are more subtle.

4.3 Principal Buildings

4.3.1 Siting.

Siting of principal buildings should vary from the required minimum setback regulations. A tradition of neighbourliness in siting should be respected such that there is a balanced relationship between the principal building, street, secondary buildings and neighbouring structures and outdoor areas. The siting of new development must address the following guidelines:

a) the siting of various buildings must create designed in-between places with a purpose and character;

b) front yard setbacks should respond to the rhythm of principal buildings along the street and vary from the minimum front yard regulations;

c) new development must be carefully sited on the property to retain as many mature trees and existing vegetation as possible;

d) new development must be carefully sited on the property in order to respect adjacent private outdoor areas such as patios, swimming pools, etc;

e) new development must be prominently sited with consideration to its street presence.

Many estates provide numerous options for innovative development.

4.3.2 Massing.

Principal buildings must be comparable in scale and massing to other existing buildings on the street. New development must be relatively in proportion to its neighbour, be enriched with interesting detail, texture and colour, and be partially screened from direct view from the street in a manner that is characteristic of the area. The massing of the principal building should not overwhelm the site.

The architectural Shaughnessy composition: base, piano nobile, & roof.

4.3.3 Height

The minimum height of principal buildings must be at least two storeys in order to preserve the traditional architectural scale in First Shaughnessy. Consideration must also be given to the relationship with adjacent buildings, roofscape modulations, volumetric limitations, etc.

4.3.4 Roof Treatment

A strong roof pitch is a prominent and recurring feature of picturesque Shaughnessy housing. The roof treatment of new development should take this characteristic element into consideration by:

a) using distinctive identifiable roof slopes where appropriate to emphasize the character of the building. A steep roof pitch in the order of 1:1 ratio is encouraged.

b) developing a roofscape with the use of gables, dormers, etc. which accentuate the volume or function of the building.

c) contributing to the overall silhouette and sequence of volumes and roof lines along the streetscape; and

d) providing a significant feature to the overall design of the building.

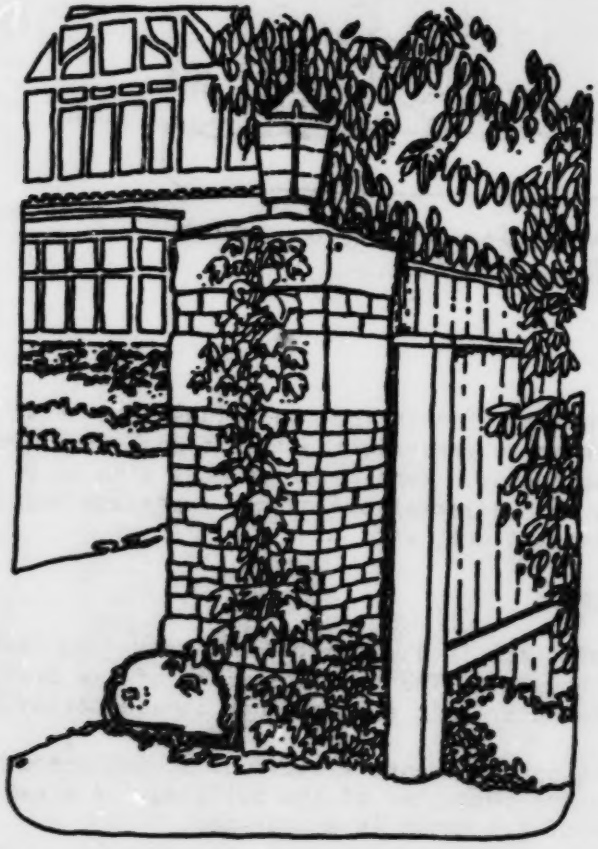
4.3.5 Entrance Treatment

The entrance treatment of Shaughnessy houses is an important contributing element to their overall image. Space leading up to the main entrance of the principal building should be treated as an 'antechamber' that emphasizes the transition from the street to the house. This antechamber effect is created by:

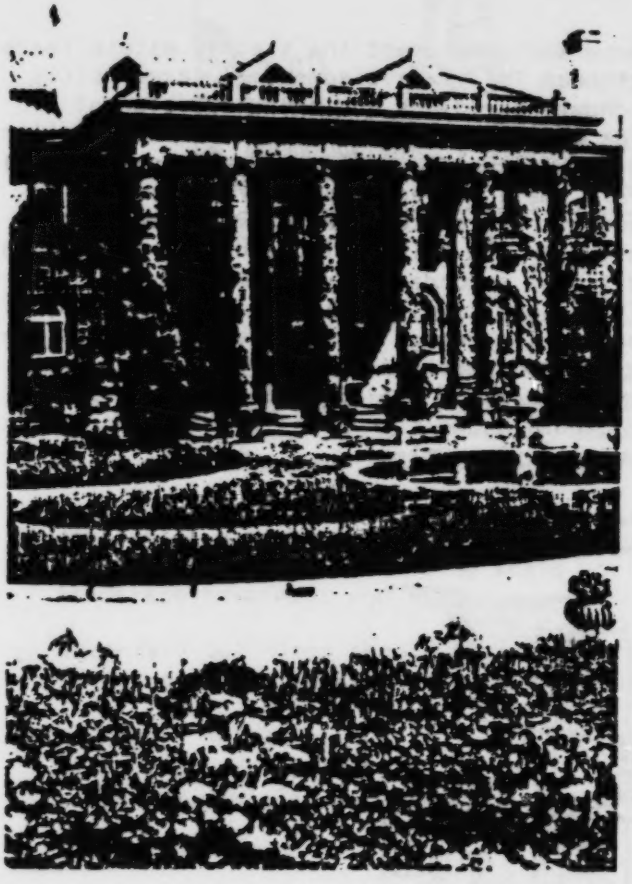
a) defining the front yard as a semi-enclosed 'vestibule' through the arrangement of trees, hedges, walls or other landscaping devices;

b) articulating the entrance through the building massing with attention to the front plane of the building, porches, porticos, terraces, etc.; and

c) the application of other design techniques to emphasize the entrance as a special place of transition from street to house.



Design elements combine to create a holism of design. These elements in combination are recognized and implemented as design principles. These principles are intuitively realized in First Shaughnessy.



The entrance tradition is most grandly realized at Heycroft, where the "antechamber" and entrance harmoniously interrelate.

4.3.6 Fire Escape Treatment

Special attention must be given to the treatment of secondary fire exits for multiple conversion dwellings. Secondary fire exits must:

a) be located within the interior of the building, wherever feasible; or

b) external fire exists must be totally enclosed by an addition to the existing structure. The design and materials for such an addition must complement the existing architectural style and character of the building.

4.4 Secondary Buildings

4.4.1 Image.

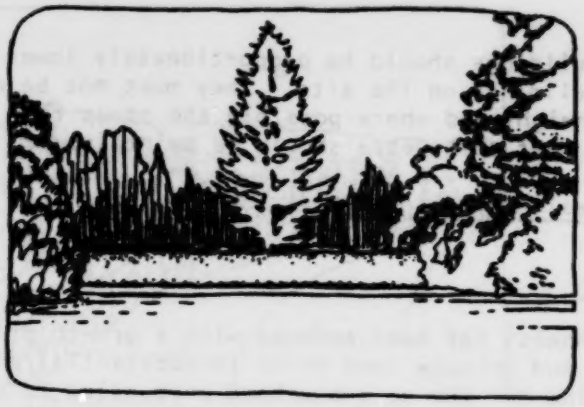
It is possible to enhance and complement the stately estate image of First Shaughnessy through infill development on larger sites in the form of new secondary buildings and the conversion of existing coach-houses or outbuildings for residential use similar to those already converted in the area. In many successful cases, secondary buildings are a small scaled version of the parent building. In other cases, the architectural style of existing secondary buildings vary from the principal buildings. On the larger estate properties, additional secondary development may be appropriate provided it is sensitively designed and in keeping with the character of the area. The design of secondary buildings need not copy the existing form and detail of the principal structure but should be complementary in terms of siting, volumetric massing, height, materials and colours as well as being sympathetic to the streetscape and neighbouring properties.

Coach-house on rear of above property, near Maple Mews.

4.4.2 Siting.

Siting of secondary buildings can be more flexible than for principal buildings provided it meets the following criteria:

a) Secondary buildings must be situated to the rear or the side of a principal building in a manner which reinforces the predominance of a principal building or reinforces a character element to the exterior space.



Shaughnessy estates often reveal large areas suitable for development without threat to the original house

b) separation between principal and secondary buildings must respond to good principles of housing scale, orientation, style, massing landscape treatment and acoustic and visual privacy.

c) secondary buildings should be sited in a manner which establishes an in-between open space with a definite use and character.

d) secondary buildings must be situated on the site in a manner that permits direct vehicle access to the dwelling unit and enough space for vehicle manoeuvreability and parking.

4.4.3 Massing

Secondary buildings must be subordinate and complementary to the scale and massing of the principal building on the site and neighbouring properties. The total massing of secondary development must maintain the dominance of the existing principal building.

Well-maintained garage on McRae Mews Lane

4.4.4 Height

Secondary buildings should be proportionately lower in height than principal buildings on the site. They must not be more than two storeys in height and where possible the steep roof plane and picturesque roof silhouette should be maintained.

4.5 Landscape Design Principles

4.5.1 Introduction

First Shaughnessy has been endowed with a growth of mature trees on both public and private land which is substantial enough to present a tree skyline for the neighbourhood unequalled in any other part of the City. It is self-evident that new development should retain mature landscaping, and in the event that this cannot be done, it must be demonstrated:

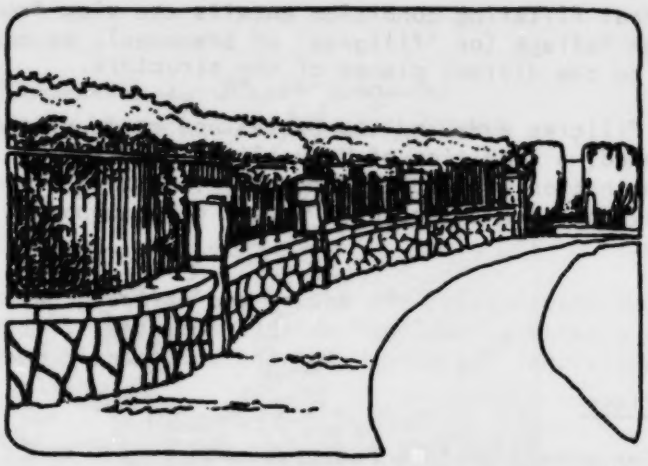
- that the proposed structure be so well-designed and integrated with the Shaughnessy image in form, style, detailing and materials that it more than compensates for the lost vegetation; and

- that landscape design principles (screening, layering, filigreeing) be implemented to a degree conforming to the archetypal Shaughnessy residence.

The mature coniferous and deciduous trees of Shaughnessy have been as instrumental in the development of its particular image as have the estate houses. Trees throughout First Shaughnessy create street patterns, divide traffic, define boundaries and enclosures, shelter and inspire users, are instrumental in creating the screening, layering and filigreeing interrelationship with the built form, and provide a stabilizing, traditional ambience.

This landscape design must be preserved and enhanced through supplementary planting. It is very important that all landscape design in Shaughnessy recognize and adhere to the following design principles (in Section 3.3 above).

a) Enclosure - the concept of "enclosure" in Shaughnessy relates to the real (or occasionally, psychological) boundary between the street and the garden. The traditional landscape enclosure is composed of a low, rough-cut masonry wall with a dense evergreen, small-leaved hedge (e.g. privet) above it. "Enclosure" also includes other boundary forms, such as fences, trellises and lattices of various materials whether covered with landscape materials or not.



The traditional screened enclosure consists of stone wall & hedge. Layering & filigree are more subtle.

b) Screening - refers to the degree of transparency, and hence, privacy, afforded the estate house by virtue of the number and thickness of walls, hedges, shrubs and small trees. Generally, a formal, traditional element such as a mature hedge, ("screening"), both partially or totally blocks the house from the street. True screening usually is accomplished through the use of a single, solid element although composite screening using a combination of vegetation and built elements is also possible and successfully applied in many cases.

c) Layering - the most important reference, is complex in its translation, because layering is both spatial and perceptual. In spatial terms, layering refers to the multiple levels and bands of vegetation which blend together forming the private landscape to the front of the estate house. These strata consist of large or small coniferous or deciduous trees, which ideally vary in colour, type, texture, flowering and fruiting nature; bushes and shrubs, many blossoming or ornamental; flowering plants of all types; ground cover, and formal parterres and flower beds if pertinent. Perceptually, the layers cover and sometimes define that front portion, or "antechamber" to the estate house itself, and may even extend beyond, emphasizing the sense of depth into the property as viewed from the street. "Layering" creates a dynamic ever-changing landscape as one moves past or through the garden.

d) Filigree - denotes the open, lacy texturing of plant material either close to, or directly attached to, the facades of the building. While filigree may include delicate traceries of tree-branches close to the facade, it refers most specifically to the vines, ivies and other exotic or trailing climbers which cover so many original facades and porte-cocheres in Shaughnessy. Window boxes and trellises likewise further the filigreeing effect.

e) Filtering - the ideal filtering condition entails the view from the streetscape through foliage (or 'filigree' of branches), beyond iron fences, etc. to the distant planes of the structure.

f) Revealing - where filigree ends and the gables and roofs of the structure lie exposed, a condition of "revealing" occurs. "Revealing" in combination with the traditional landscape elements accents the display of the architectural detail of Shaughnessy's roofline tradition.

g) Skyline - throughout Shaughnessy, the mature and varied growth of trees of all types creates a "skyline" which frames the structures and provides a proportional "backdrop" for the built environment.

4.5.2 House/Street Interface

The image of the Shaughnessy estate has developed a rich and consistent relationship between house and landscaping as presented to the street. Layers of landscaping have been used to:

- create functional and indentifiable areas for pleasure or use;

- increase perceived depth through a layering, conscious or not, of a wide range of tree type, colour and texture;

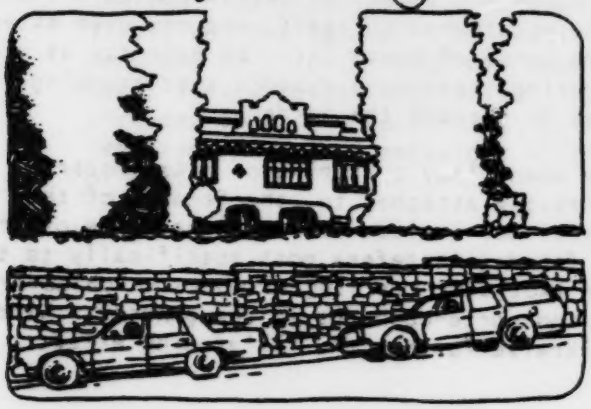
- relate street to house composition through consistent view angles from the street to the housing composition;

- screen the automobile(s); and

- develop the front yard as the effective antechamber to the house.

The largely evergreen landscaping provides privacy and security to inhabitants on a year-round basis. Exciting variations in height, density and combinations of plant materials are to be seen throughout the area. Such variations constitute the functional and aesthetic principles habitually established in the archetypal Shaughnessy properties; every effort should be made to ensure that these principles are recognized and implemented in future developments.

A converted mansion pro-
-tected from the busy street



Shaughnessy street profile reveals variety of shapes, forms

4.5.3 Streetscape

Shaughnessy's streetscape consists of three separate elements: section, elevation and plan.

a) Streetscape Section. The traditional streetscape section in First Shaughnessy consists of these elements viewed horizontally in sequence: house facade/filigree/driveway/ layering elements/screening/boundary enclosure/path or pedestrian walkway/narrow boulevard with mature trees/curb/ car/street/median (wide) boulevard with planting and a mirror reflection of this sequence to the house facade beyond.

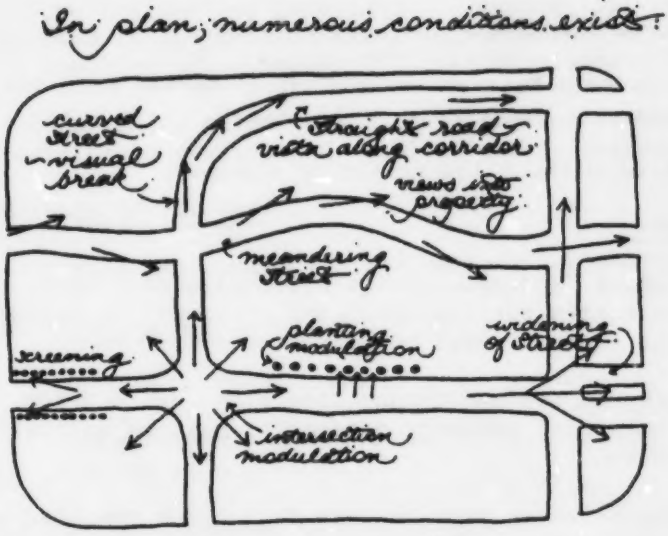
This overall profile of the section from the rear of one property to the rear of the opposite one across the street reveals a "dish" or concave shape, from mature skyline through landscape elements in the private garden, to street boulevard planting and back up to the skyline beyond. Each element of the streetscape section makes a particular contribution. Boulevard planting provides a visual barrier between the pedestrian and the cars parked or moving on the streets. The boundary enclosure defines the estate boundary. Where the enclosure consists of a retaining wall, the hedge can be stepped back, allowing hanging plants for colour and detail. The small band between one enclosure element and the sidewalk can also be softened with a ground cover or border of flowers or vines. The screening/layering elements, as discussed, provide a definition of the private garden which can be repeated in the boulevard planting. The median boulevard in the centre of the Shaughnessy street could benefit from this treatment in instances where it appears too wide and the planting too meagre. A more canopied effect on both sides of a wide street would, as has been proven in other cities, project a strong sense of security and tradition.

b) Streetscape Elevation. The typical street elevation has an important bearing on the user's perception of the streetscape in general, and as noted, the number of openings on a street has a strong effect on the character of the area. The boundary enclosure should be preserved, and this is best achieved through the establishment of a minimum number of openings per site. If the rhythm of openings is to be maintained and the closely spaced series of driveways associated with subdivision is to be avoided, driveways should be carefully spaced wherever possible and their openings kept close to the side lot lines so that the widely spaced intermittent rhythm of openings to the street can be maintained.

In instances where the boundary enclosure is not solid and the street is more narrow than usual, an alternative is to create a textured, semi-transparent screen which would allow for the visual extension of the streetscape, but would still maintain a sense of enclosure. This can be achieved through the use of the traditional iron fence, or thinner hedging, atop a low masonry wall. Where the house is too visible from the streetscape elevation, the principles of private landscape-layering, filigree, must be observed.

In elevation, the street span reveals a major effect on the properties behind.

c) Streetscape Plan. In plan, the streetscape can be perceived as comprising a series of modulations. These modulations consist of a widening/narrowing flow of the street; a horizontal/vertical flow of the street; an intersection of modulation; and a planting modulation. The closed borders of the street



corridor cause a dramatic sense of widening at intersections. This modulation should not be allowed to get out of control by neglect of closure at street corners resulting in a dull sweep of open space without visible boundaries.

In the instance of the meandering street, the line of sight extends into the estates at the street curve and the view containment or extension depends upon the foliage and openness of the boulevard planting and the boundary enclosure. It is recommended that the original concept of regular tree spacing be adhered to so that uniform, equally spaced trees, infilled with smaller, regular trees or shrubs where necessary, provide a strong linear element defining the sidewalk as separate from the street.

The variation in street tree types is most important, since the interplay of a variety of trees adds to Shaughnessy's picturesque parklike character. These street tree types include:

- Shaughnessy "formal" planting: mature, tall, dark coniferous or rounded deciduous with hedge. Similar in appearance and character to examples in the eastern United States.

- Shaughnessy "informal" planting: varieties of coastal type conifers with low enclosure wall. (Lesser evergreens and tall conifers planted in estate lots).

- "West Coast" planting: may be "formal" (i.e. ornamental flowering tree planting with enclosures; views of open mixed planting in estates); or "open" (i.e. open boulevard, smaller enclosure).

- Poplar row with high stone or concrete wall, ivy-covered.

- Mature cedar tree planting.

- Evergreen shrubs (e.g. Russian Laurel) interspersed with small deciduous trees.

- Open lawn with or without low screening element.

4.5.4. Automobile Treatment

As discussed, the above landscape design principles have been effectively used to screen parking areas and driveways in Shaughnessy. The following design elements must be addressed:

a) the typically shaped opening through the high, dense hedge (often with substantial mansonry gateposts) must be maintained whenever possible;

b) the width of the driveway must be kept to minimum required width to create a formal entrance in the early carriage tradition;

c) iron gates are a traditional form of driveway treatment in Shaughnessy and should be utilized where appropriate, and when possible softened behind layers of vegetation; and

d) combinations of screening and layering must be used to hide the vehicle from direct view in the 'antechamber' (refer to Section 4.3.5.) or front yard as well as other parking areas situated elsewhere on the site.

Conversion of existing properties poses numerous problems which must be correctly solved

4.6 Stormwater Storage System

4.6.1 Introduction

The purpose of the guidelines is to provide information to aid the design engineer. The information is based on reports prepared by engineering consultants employed by the Engineering Department. These guidelines shall be used in conjunction with the Stormwater Storage Regulations in the First Shaughnessy Official Development Plan.

The following guidelines discuss storage methods, flow restriction devices and detailed design features.

4.6.2 Methods of Storage

Alternate stormwater storage methods are as follows:

a) Surface Storage in Dry Ponds

Surface storage could be provided on a tennis court or patio and design would require special attention to the emergency overflow and the connection of footing drains.

b) Surface Storage in Wet Ponds

Wet ponds could be incorporated into a landscaping feature, but it may not be practical on a small or steep lot. Special attention would be required in designing the flow restriction device, the emergency overflow and the footing drain connections.

c) Underground in a Structure

This would be suitable for all lots. Storage volume could be provided in a pipe (corrugated metal or concrete) or a tank.

4.6.3 Flow Control Devices

Orifice type flow control devices shall be used in First Shaughnessy. Minimum size is 50 mm, although larger sizes or a "Hydrobrake" should be considered to avoid maintenance problems.

4.6.4 Detailed Design Notes

The following comments are general design guidelines:

a) Each storage system shall have a control manhole containing the flow restriction device, an emergency overflow, a backwater valve and an effectively trapped sump (refer to the Plumbing By-law for sump and backwater valve specifications). The control manhole should be accessible for inspection and maintenance, and its overflow should be above the design head of the storage system.

b) All habitable areas shall be located at least 150 mm above the emergency overflow elevation.

c) Some areas of Shaughnessy may have plumbing fixture elevation restrictions. Please check for this with the Sewer Design Branch.

d) The stormwater storage system shall be separate from the sanitary system.

e) The design storage head should be kept to a minimum to allow the use of the largest size orifice.

f) The minimum storage volume required is based on calculations using the Rational Method and assuming a 100-year design storm, a runoff coefficient of 0.95 and a constant outflow volume equal to the maximum allowed (17.5 l/s/hectare). The designer may wish to provide more storage.

g) For enquiries or further information, please contact:

Sewers Engineer
City of Vancouver Engineering Department
453 West 12th Avenue
Vancouver, B.C.
V5Y 1V4

APPENDIX A

EVALUATION AND SELECTED INVENTORY OF SHAUGHNESSY PROPERTIES

1. EVALUATION CRITERIA

The most effective approach to preserve the best and most characteristic elements of Shaughnessy is to recognize the fundamental principles of design which lead to a harmonious blending of diverse architectural styles within the main theme of a town-country landscape. Homes having particular architectural merit - and most worthy of retention - have the characteristics of scale, volumetric composition and surface treatment that is typical of the "Shaughnessy style". The evaluation of the Shaughnessy landscape includes the way the siting, vegetation, fences, vehicular access and parking arrangement either enhance or detract from what has been defined as Shaughnessy's parklike image.

The rating system may be employed for all Shaughnessy properties in response to redevelopment proposals, alterations and additions as they effect architecture and/or landscaping. Each architectural and landscaping detail are rated as high (A), medium (B), or low (C) depending on how closely these details reflect and contribute to the Shaughnessy image as defined in these guidelines. An "A" rating is intended to indicate that proposed changes to the existing elements appear minimal, if permitted at all. A rating of "B" indicates that a certain amount of change may be tolerable and even encouraged to improve the standards of this property. A "C" rating indicates that the existing elements may be permitted to change totally. In each case, the objective is to attain an "A" standard that best reflects the Shaughnessy character.

This rating system is applied to a number of categories formulated for the architectural and landscape components. These categories are as follows:

Architectural Merit

- Intrinsic
- Compatibility with the area
- Choice and treatment of materials

Landscape Merit

- Private
- Compatibility with the street
- Access/Parking Treatment

Two additional categories have also been developed for evaluating each property: Form/Scale/Style and Development Potential. Form/Scale/Style relates to those elements which give a property its particular visual, aesthetic and historical qualities. The analysis includes an assessment of a building's size (large, medium or small), scale (number of storeys), symmetry versus irregularity, and stylistic classification.

The Development Potential category is intended to point out the most appropriate form of development on each property that might preserve or contribute to the revitalization of First Shaughnessy. It is based upon the regulations and development guidelines set out in the Official Development Plan for First Shaughnessy as well as the design guidelines discussed above.

2. EXPLANATION OF RATING CATEGORIES

INTRINSIC: This refers to the intrinsic value of the architectural, historic and aesthetic elements of the main building on the property.

"A": The building is worth retaining in its present overall form as a piece of valuable architecture which should be passed on to posterity. This is similar, though not always identical to, the "Heritage" approach which might designate this or other criteria for a building meriting preservation.

"B": A "B" rating shows that although the house would generally be recognized as contributing to the Shaughnessy image, it is deficient in one or more areas - e.g. materials, maintenance, use - and thus does not conform totally to the archetype. Major portions of the building would be worth retaining but certain visible alterations might improve it, or at least need not spoil it. The majority of Shaughnessy houses are in fact "B" category.

"C" The building could be removed entirely with little or no regretable loss to the architectural fabric of Shaughnessy. Often these are buildings which, from the outset, ignored the social and architectural tradition of First Shaughnessy. Where houses in this category have been neglected, total redevelopment may be the best alternative.

COMPATIBILITY WITH AREA

"A" The building has the kind of formal composition, scale and siting which adds positively and directly to the Shaughnessy image. It has, over the years, established an harmonious relationship with its surrounding environment, and has provided a pleasant and interesting experience to those using, visiting or passing through. Often, these houses with their gardens have retained their original appearance from the time of construction.

"B" The building fulfills only a partial amount of these requirements. Although it is "Shaughnessy", it does not realize its full potential. Sometimes this is due to a lack of maintenance or insensitive alterations and the harmony with surrounding properties is not emphatic.

"C" The building character is not compatible with the Shaughnessy image, and a detrimental relationship is formed between the building on its site, and its neighbours.

CHOICE AND TREATMENT OF MATERIALS

"A" All of the surface materials of the building display a substantial, structural nature and a well-crafted treatment which can be defined as "high quality". The original material should be retained or a comparable material only replace it. The "patina", or ageing and weathering over time, is attractive, and enhances the character of the building.

"B" Most materials are good, but are either of mixed quality, or generally less than first-class. Substitutions might result in improvement, and certainly, good quality materials in addition to care and correct maintenance might redress the balance.

"C" Materials are of poor quality, or poorly and unharmoniously applied.

Landscape Merit

PRIVATE: This category is concerned with the fundamental and structural design of the private landscape as it relates to the house. Private landscape has a visual impact on the ambience of the property and the area as a whole.

"A" The landscape should be preserved and maintained intact. In many instances, early planting of the private landscape has been permitted to flourish and mature uninterrupted. The resultant appearance is luxurious, abundant and healthy, and careful gardening and long-term maintenance are evident. Original, ornate "character gardens" may be part of this heritage. Extreme care should be taken so that the archetypal elements - tree type, form and appearance, siting, screening, layering and filigree - are protected and enhanced.

"B" This landscape requires alteration to bring it up to the Shaughnessy "standard". This is the most common category and includes properties where maintenance is not adequate, and where "character gardens" are alien to either the house or to Shaughnessy. Landscape consultants should be retained to improve these properties in accordance with Shaughnessy's landscape tradition.

"C" Generally this rating denotes a nondescript landscaping scheme or an insensitive treatment of an original landscape plan. Most properties in this category do not meet the English picturesque landscape tradition. Many neglected properties fall within this category. A total re-evaluation of the existing landscaping treatment more in keeping with Shaughnessy's landscape heritage is needed.

COMPATIBILITY WITH THE STREET

"A" The landscape/streetscape interface and surround are in the highest degree of harmony, interrelating successfully with each other. Maintenance has been of high standard and the landscape continues to contribute to the established character of the streetscape.

"B" This landscape, although acceptable and appropriate in other neighbourhood areas, requires alteration in Shaughnessy in order to respond well to the character of the streetscape. Often, an awkward or ill-planned edge condition detracts from the unity of house, garden and street. More attention may be needed to improve the sense of enclosure and enhance the streetscape character.

"C" The "C" rating applies to those landscape, edge conditions, enclosures or situations which either neglect or ignore the Shaughnessy ambience, and have a negative influence on the architecture and streetscape.

TREATMENT OF VEHICULAR ACCESS AND PARKING

"A" The elements in question are: traditional treatment of access and parking; width of driveways; location and arrangement of planting, screening and concealment of parked vehicles; variation of materials used in parking courts; positioning of car(s) on the lot with respect to house and garden; vistas through the property where vehicles or garages are concerned; sideyards, setbacks and solutions in the light of new developments and increased volume of vehicles. A situation where these issues are resolved in accordance with conclusions reached in the Design Principles section constitutes an "A" designation. Archetypal examples exist in First

Shaughnessy consisting of the heavy green hedge screening, the traditional low stone wall and iron railing, the gateposts with the iron carriage-lantern and painted house numbers, and an abundance of layering and filigreeing elements which render only glimpses of the facade visible through the narrow driveway.

"B" These properties have unrealized potential in regard to conformity and effective treatment of the above principles. Most of the "A" elements may at one time have been apparent but have been rejected over the years. More maintenance and awareness is needed to improve concealment of the existing driveway and landscaping.

"C" A complete, or near-complete, replanning would be necessary to render the situation acceptable. Such "innovations" as asphalted parking courts, clumps of meaningless shrubbery, shoddy versions of the original post-and-lantern units, vast tiled or concrete driveways; permanently open garage doors and an abundance of varied vehicles pouring onto the street blocking both the street and driveway, and detracting from the architectural facade, are typical of this category.

3. EXAMPLES OF PROPERTY EVALUATION

Examples of the rating system described in this section as applied to four properties in First Shaughnessy are shown on the following pages:

1) **ADDRESS:** 3338 The Crescent
(L.W. Shatford House)

2) **FORM: SCALE: STYLE:**

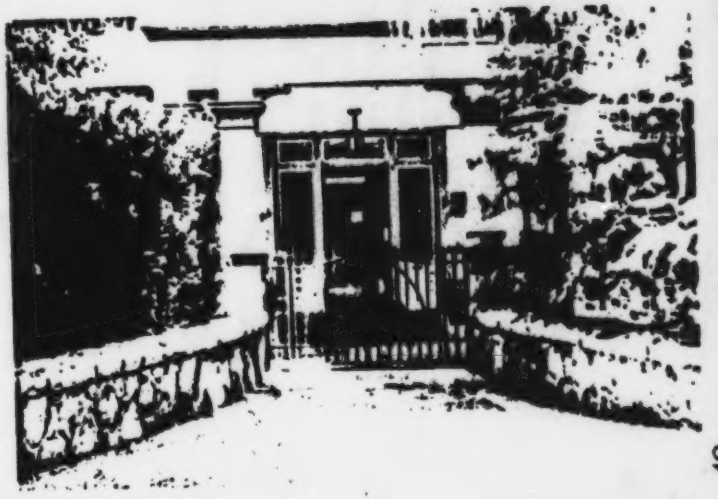
Large, 2½ storey, irregular house in Tudor shingle, or Western shingle style. Ornamental wood details add to decorative appearance. Built in 1912.

3) **ARCHITECTURAL MERIT:**

INTRINSIC: A - beautiful example of Shaughnessy type, with variety in forms and materials.

COMPATIBILITY WITH AREA: A - extremely compatible with area: formal, visually pleasing and sound.

MATERIALS: A - extensive use of wood decoration: heavy brackets and overhangs, ornamental entrance piers.



4) **LANDSCAPE MERIT:**

PRIVATE: A,B - extensive mature planting, mostly flowering deciduous, on edges and in large private garden

COMPATIBILITY WITH STREET: A - excellent: minimum setback: glimpses of structure through thick vertical folliage: low wall and curved gateway add interest

ACCESS/PARKING TREATMENT: A - strong enclosure elements (decorative iron gates, curved low stone walls) direct and conceal pedestrian/vehicular movement.

5) **DEVELOPMENT POTENTIAL:**

Garage/coach-house to rear of property reveal unique self-contained development possibilities: materials and scale compatible with main structure: coach-house is a simple attractive space (shown as a studio, e.g. Designer Home '79 sponsored by Interior Design Institute).

1) **ADDRESS:** 1402 The Crescent
(Walter C. Nichol House)

2) **FORM: SCALE: STYLE:**

Large, assymetrical, 2½ storey house, built by Maclure and Fox (1912-13). Picturesque example of Tudor Revival style typical of majority of early C.P.R. construction in Shaughnessy.

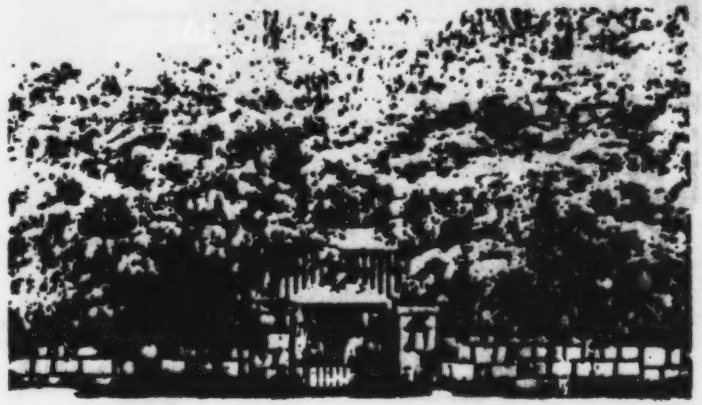
3) **ARCHITECTURAL MERIT:**

INTRINSIC: A - superb example of Shaughnessy housing stock

COMPATIBILITY WITH AREA: A - exemplary in scale, layout and volume: evokes Shaughnessy "image" in its entirety

MATERIALS: A - cedar and stucco half-timbering above stone and shingle base: excellent overall composition

4) **LANDSCAPE MERIT:**



PRIVATE: A - extremely well-preserved and maintained formal example, with rose-gardens and parterres

COMPATIBILITY WITH STREET: A - enclosure excellent, with colourful deciduous planting creating a filter over low stone wall

ACCESS/PARKING TREATMENT: A - original iron gate creates sense of privacy: only one car visible from street

5) **DEVELOPMENT POTENTIAL:**

Since this property is a true, exemplary Shaughnessy prototype, meticulously maintained and structurally and aesthetically correct, any type of development or change to the structure or grounds would threaten the totality and should not be permitted.

1) **ADDRESS:** 3689 Selkirk Street
(A.E. Tulk House; 'Rosemary')

2) **FORM: SCALE: STYLE:**

Very large, 2½ storey, half-timbered Tudor structure, built by Maclure and Fox (1913-15) and completed later by Bernard Palmer.

3) **ARCHITECTURAL MERIT:**

INTRINSIC: A - magnificent architectural structure of primarily Tudor styling, creating the appearance of a rambling English manor-house, integral to Shaughnessy's image.

COMPATIBILITY WITH AREA: A - extremely compatible, and gives area a strong sense of identity and solidarity. A form-maker in its particular location.

MATERIALS: A - original materials - wooden half-timbering, stucco and clapboard siding - have weathered well to a rich patina.

4) **LANDSCAPE MERIT:**

PRIVATE: A - the private landscape contains some mature planting, a formal arbour, rose gardens and strong enclosure and layering elements.

COMPATIBILITY WITH STREET: A - the well-defined enclosure of wood fence in combination with mature, tall cedars is spatially dramatic and effective.

ACCESS/PARKING TREATMENT: A - to the front of the building it is exemplary and has intuitively interpreted the design principles. The parking court accommodates vehicles; screening beneficial.

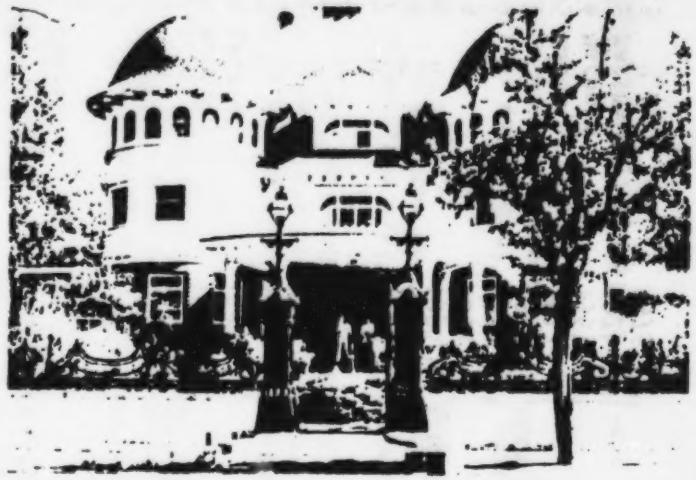
5) **DEVELOPMENT POTENTIAL:**

The well-proportioned coach-house to the rear of the property was once a single family residence and might well return to a similar use. The Tulk house is situated on an enormous double lot which might be enhanced by very careful picturesque infill.

1) **ADDRESS:** 1690 Matthews
"Glen Brae"

2) **FORM: SCALE: STYLE:**

Large, symmetrical, 2½ storey, mixed shinge style: features most unusual architectural and interior elements.
Architects: Parr & Fee, 1910.



3) **ARCHITECTURAL MERIT:**

INTRINSIC: A - excellent example of picturesque eclecticism - a landmark Shaughnessy building.

COMPATIBILITY WITH AREA: A - excellent: lends solidity and stability to the street. Visual treat for passers-by; very integral building.

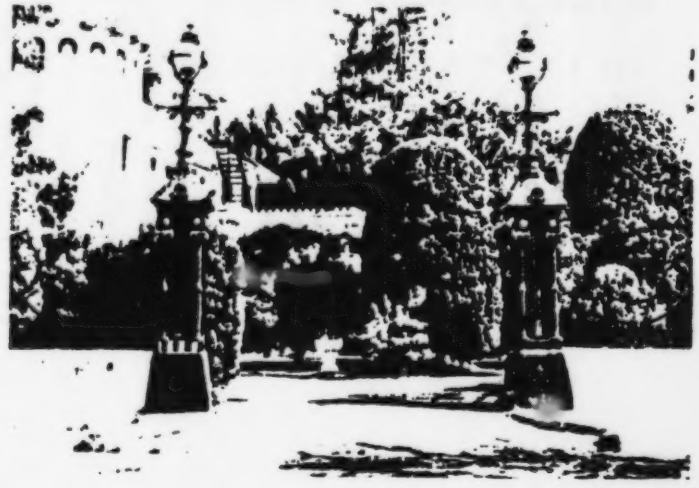
MATERIALS: A - excellent original materials extremely well-maintained - colour could be expoited to great advantage. Detailing superb.

4) **LANDSCAPE MERIT:**

PRIVATE: A-B - excellent: type of planting and maintenance most commendable: clipped hedges and formal elements.

COMPATIBILITY WITH STREET: A - excellent: Glen Brae makes an enormous contribution to the streetscape.

ACCESS/PARKING TREATMENT: A - very good parking resolution: narrow driveway curves through lot creating effective "antechamber" under portico.



5) **DEVELOPMENT POTENTIAL:**

An archetype: should not be touched except for restoration and maintenance of the original to its initial appearance.

APPENDIX B

INVENTORY OF TYPE 'A' AND 'C'

CATEGORY PROPERTIES

1. Type 'A' Properties

3837 Alexandra
1403 Angus
1450 "
1451 "
1426 "
* 1499 "
1526 "
1638 "
1790 "
3637 "
3689 "
* 3802 "
1451 Balfour
3689 Cartier
3690 "
3751 "
1612 Cedar Cresc.
* 3490 "
1232 The Crescent
1296 "
1337 "

1363 The Crescent
* 1389 "
* 1350 "
1398 "
3351 "
* 3338 "
3390 "
3590 Cypress
* 3838 "
3890 "
3290 Granville
3338 "
3351 "
3380 "
3589 "
3590 Hudson
1184 Laurier
1426 "
1515 "
1527 "
1550 "

1590 Laurier
1626 "
1627 "
1646 "
1675 "
1699 "
3851 Marguerite
4051 "
1550 Marpole
1638 "
1652 "
3410 "
1037 Matthews
1203 "
* 1251 "
1437 "
1537 "
1563 "
* 1690 "
* 1737 "
1638 "

1789 Matthews
* 1402 McRae Ave.
* 1489 "
3498 Osler
3402 "
3538 "
3589 "
3638 "
3864 "
3450 "
3637 Pine Crescent
* 3689 Selkirk
3690 "
3751 "
3839 "
1703 W. 17th Ave.
* 1927 "
1938 "
1190 Wolfe

2. Type 'C' Properties

1189 Balfour
3350 Cedar Crescent
3770 "
3851 "
3297 Cypress
3389 "
3743 "
1909 Hosmer
1927 "
3596 Hudson
1050 Laurier
1075 "
1137 "
1169 "
1178 "
1212 "
1226 "
1250 "
1275 "
1390 "
1562 "
3995 Maple
1676 Marpole
1389 Matthews
1415 "

1475 Matthews
3350 Osler
3590 "
1026 Richelieu
1046 "
1076 "
1086 "
1138 "
1526 W. 16th Ave.
1542 "
1560 "
1576 "
1850 "
1898 "
1950 "
1984 "
2050 "
1998 W. 17th Ave.
2003 "
2050 "
1926 W. 18th Ave.
1927 "
1951 "
1974 "
1975 "

2009 W. 18th Ave.
2051 "
2002 W. 19th Ave.
2003 "
2050 "
2051 "
1037 W. King Edward
1063 "
1137 "
1163 "
1227 "
1277 "
1299 "
1327 "
1351 "
1451 "
1527 "
1541 "
1557 "
1581 "
1605 "
1633 "
1645 "
1671 "
1685 "

1691 W. King Edward
1087 Wolfe Ave.
1093 "
1098 "
1099 "
1174 "

APPENDIX C

FIRST SHAUGHNESSY PLAN - POLICIES

(Adopted by City Council - October 6, 1981)

1. LAND USE

a) Special development incentives such as conversion and infill will be permitted on appropriate sites, excluding heritage sites, to encourage the preservation of meritorious pre-1940 houses in First Shaughnessy.

b) All meritorious pre-1940 buildings must be preserved and satisfactorily restored as a condition for approving all infill and conversion development.

c) All development in First Shaughnessy must strive to preserve the estate-like quality of large properties and the existing appearance of the streetscape.

d) Special Needs Residential Facilities are an appropriate use of large Shaughnessy houses provided the population density and location of these facilities comply with the development guidelines approved by Council, March 1980.

e) Foreign consulates are an appropriate use of large estate properties in First Shaughnessy and are encouraged to locate along Granville Street between 16th Avenue and King Edward Avenue.

f) Strata-titling of multiple conversion dwellings is supported provided the unit density, form of development and on-site parking is compatible with the predominantly single-family character of the area.

g) The City will encourage and assist efforts to improve communication between Shaughnessy property owners and the sponsoring agencies and administrators of Special Needs Residential Facilities located in First Shaughnessy.

h) The City will ensure that the operation and maintenance of Special Needs Residential Facilities are comparable to the general standards of the 'host' community, (i.e. a 'good neighbour policy').

i) Heritage designation will be considered in First Shaughnessy whenever buildings, structures and property having heritage merit are threatened by demolition or alterations.

j) The minimum subdivision standards for First Shaughnessy should be increased to limit further subdivision to protect the character of the area.

k) The demolition of meritorious pre-1940 buildings is discouraged.

2. ENVIRONMENT

a) Design guidelines, based on the architectural and landscaping principles identified for this character area, must be developed to form an integral part of the First Shaughnessy Plan.

b) The existing streetscape character must be preserved and enhanced.

c) All development must utilize existing driveways on the site in order to minimize disruption to the existing streetscape.

d) Off-street parking is required to minimize parking on local streets.

e) Special street lighting should be incorporated in any new design upon due consideration of capital and ongoing costs, in recognition of First Shaughnessy's special character.

3. PUBLIC FACILITIES

a) The existing landscaping and street furniture should be upgraded in Shaughnessy and Angus Parks to increase their sense of identity in the community.

b) The Shaughnessy Elementary School facilities and playfields should be upgraded to facilitate increased recreational and social use by the community.

4. CIRCULATION AND TRANSPORTATION

a) Appropriate measures are needed to reduce through traffic on local streets.

b) The need for an improved pedestrian crossing on Granville Street, between 16th Avenue and King Edward Avenue, should be studied.

c) While the implementation of rapid transit service is to be encouraged, consideration should be given to minimizing possible negative impacts of LRT on adjacent housing in the event it is developed on the Arbutus Line.

5. ENGINEERING SERVICES

a) Additional development in First Shaughnessy should not result in a perceptible increase in the quantity of overhead utility plant.

b) The existing sewer services should be upgraded in order to accommodate further development resulting from either subdivision under the present Subdivision By-law or implementation of the proposed draft Official Development Plan.

c) Additional or upgraded engineering services required for redevelopment in First Shaughnessy shall be to the satisfaction of the City Engineer.

d) The costs of providing additional or upgraded engineering services required for additional development in First Shaughnessy should be borne by affected parties according to the benefits thereby gained.

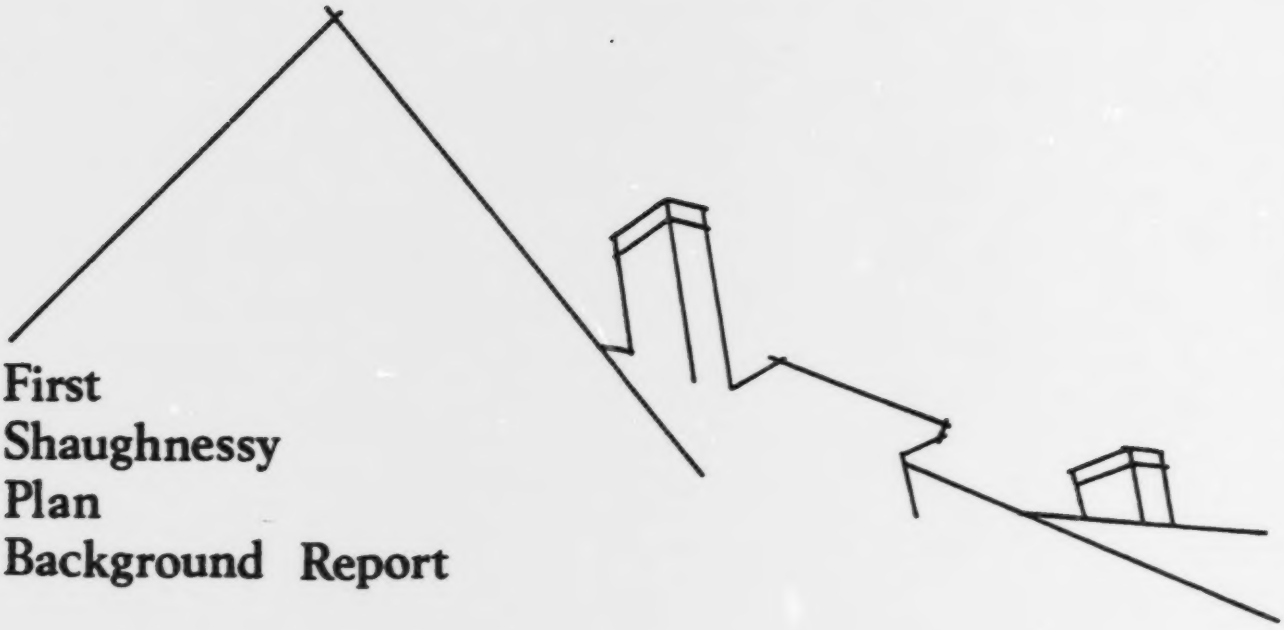
6. COMMUNITY INVOLVEMENT

a) Establish the First Shaughnessy Advisory Design Panel to comment on all major development permit applications and to also assist City staff to review the effectiveness of the Plan from time to time.

Number/
Numéro

1

2



First Shaughnessy Plan Background Report

May 1982

Vancouver City Planning Department

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PREFACE

This Background Report on the First Shaughnessy Plan was prepared in August 1981 to explain the proposed goals and policies for First Shaughnessy.

The policies listed on pages 25, 26, 28, 30, 33, 37, and 38 were adopted by City Council on October 6, 1981. These policies were the basis for a rezoning of First Shaughnessy from RS-4 (One Family Dwelling District) to FSD (First Shaughnessy District) which was enacted by Council on May 11, 1982. On the same date Council approved Design Guidelines, amended the Subdivision By-law, and established the First Shaughnessy Advisory Design Panel.

This report is a background reference document. Detailed development regulations and guidelines are contained in the following documents available from the City Planning Department Receptionist Desk:

- Zoning and Development By-law, including the First Shaughnessy Official Development Plan By-law
- Subdivision By-law
- First Shaughnessy Design Guidelines

City of Vancouver

PLANNING DEPARTMENT: 453 West 12th Ave.. Vancouver. British Columbia. Canada V5Y 1V4. (604) 873-7344

Ray Spaxman. Director

August, 1981

The preparation of the First Shaughnessy Plan represents the collective effort of many people.

Early initiatives undertaken by the Shaughnessy Heights Property Owners' Association (SHPOA) were instrumental in drawing City Council's attention to the need for a new plan in Shaughnessy. SHPOA played a key role in responding to those pressures threatening to destroy the historic and aesthetic character of First Shaughnessy by developing a set of goals and recommendations for the area. Their efforts are recognized and gratefully acknowledged.

The First Shaughnessy Citizens' Working Committee have contributed immensely to the preparation of this Plan. The enthusiasm and informed comments provided by the following Committee members are greatly appreciated. Thank you for a job well done.

Chairman	Mr. John MacKay		
Members	Mr. Joe Bronstein	Ms. Nora Kelly	Ms. Carmelita Olivatto
	Ms. Joyce Catliff	Mr. Larry Killam	Ms. Anne M. Stewart
	Mr. Jim Clark	Ms. Evlyn MacKay	Mr. Dick Underhill
	Ms. Verbena Donati	Mr. Hector MacKay-Dunn	Ms. Fran Whitelaw
	Mr. Roger Hughes	Mr. Fred Moore	

The Committee has worked closely with Area Planner Mike Pedneault and in the last year with Wayne Dickinson in preparing this plan and Alderman Marguerite Ford provided the liaison with City Council.

The following Consultants were retained by the City Planning Department to provide special expertise. Their important contributions to the Plan are acknowledged.

Bruno Freschi Architecture Planning Research	B. Freschi J. D. K. Sproule C. J. Meadows
(Sub-consultants to above)	Prof. A. Rogatnick H. D. Neufeldt
Cumberland Realty Group Ltd.	A. G. Oikawa S. C. M. McLaughlin
R. G. Fury & Associates Construction Management Consultants	

It should be noted that the Design Guidelines section of this Plan is largely derived from the First Shaughnessy Architectural and Historical Study prepared by Bruno Freschi Architects. (This Study is available for viewing from the Vancouver Public Library).

The combined efforts of all other residents, interest groups, Council appointed Committees, and Civic Staff are also appreciated.

R.J. Spaxman

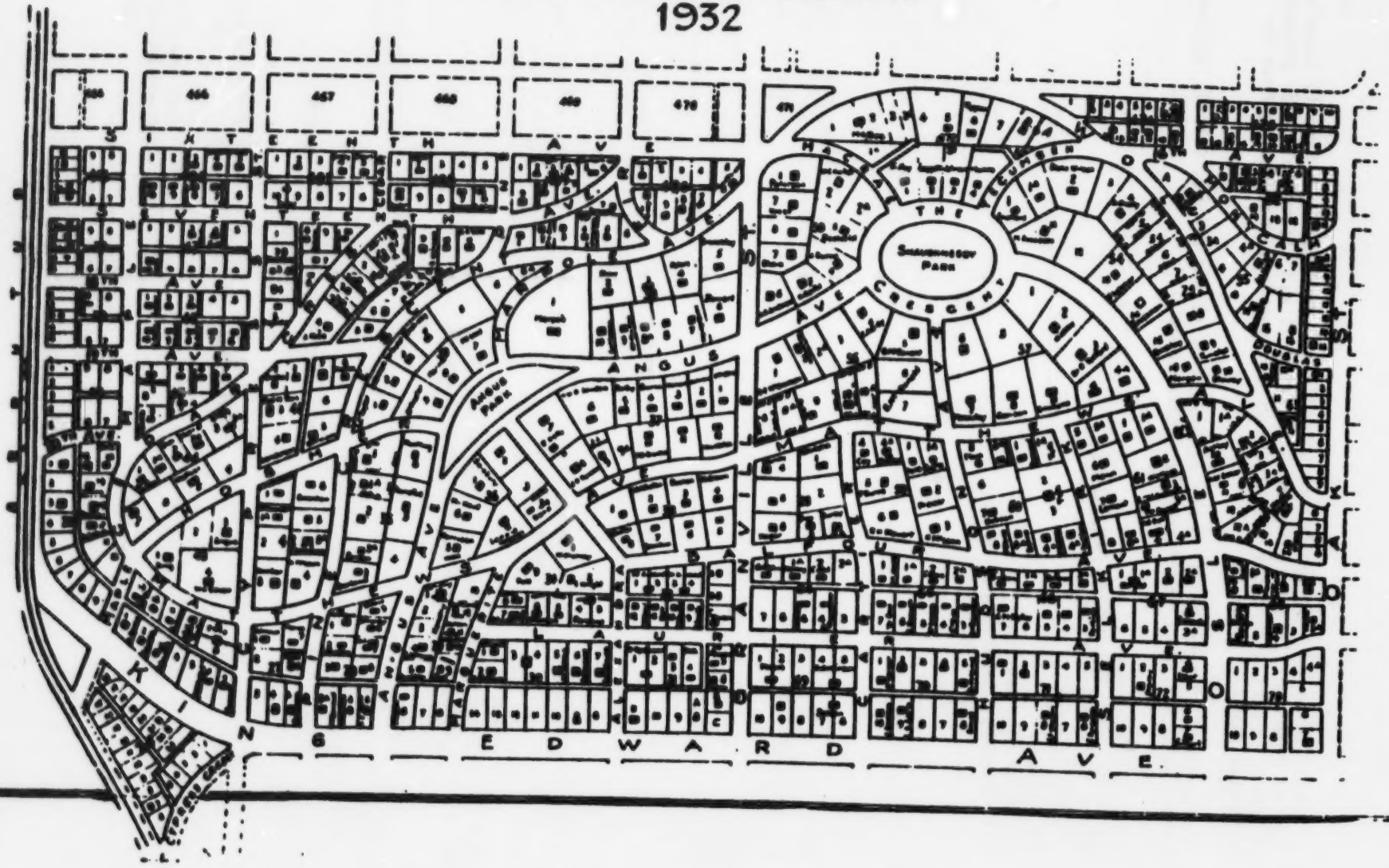
Ray Spaxman
Director of Planning
City Planning Department

C. P. R

LAND DEPARTMENT

SHAUGHNESSY HEIGHTS

1932



1. INTRODUCTION

Council's approval of the Shaughnessy Planning Study in 1979 signalled its concerns about development pressures threatening the area. It also indicated Council's desire to prepare a new plan to protect its important historic character. During the course of this study a number of issues and development strategies were investigated, including the recommendations submitted by the Shaughnessy Heights Property Owners' Association (SHPOA). Emphasis was placed on developing policies which conserve and reaffirm the architectural and landscaping character of First Shaughnessy.

The results of this effort are set out in this Policy Plan. These policies were prepared by the City Planning Department in conjunction with other Civic Departments and the First Shaughnessy Citizens' Working Committee. This Policy Plan is intended to provide a preferred direction for the future development and preservation of First Shaughnessy consistent with City and community goals.

2. BACKGROUND

2.1 PREAMBLE

The First Shaughnessy area is an exclusive residential enclave founded by the C.P.R. at the turn of the century. First Shaughnessy is centrally located on the west side of the City with excellent access to the central business district, the University of British Columbia as well as major recreational areas. The area is generally bounded by West 16th Avenue, Oak Street, King Edward Avenue and East Boulevard. (Precise boundaries are shown on Map 1 on page 5.)

First Shaughnessy is a romanticized version of a country residential estate in the City. It is a very sensitive and complex area contributing a special architectural and landscaping legacy unique to Vancouver. The gracious homes situated on large profusely landscaped properties are a reminder of a past era. Curbed irregular mature tree-lined streets create a distinctive park-like quality. Shaughnessy is also rich in historical significance; many buildings can be associated with prominent families who settled in Vancouver during its early history.

First Shaughnessy remains a predominantly single-family residential community. However, numerous multiple conversion dwellings, special care residential facilities and several consulates also punctuate the area. Most properties are owner-occupied single-family dwellings with the balance providing higher density accommodation for a significant number of renters, senior citizens and medical outpatients. Many of the multiple dwellings remain as a result of Federal Government efforts to provide additional housing during World War II. Apart from the above changes in use, First Shaughnessy remains virtually intact as a unique character area having considerable architectural and historic merit.

2.2 AREA DESCRIPTION

First Shaughnessy consists of 140 hectares (345 acres) in total area, including roads and parks. An important part of Shaughnessy's unique character is attributed to its very low density - some 586 dwellings for a gross density of 4.1 dwellings per hectare (2.5 dwellings per acre) - which is the lowest in the City. Shaughnessy is almost exclusively developed with large one-family dwellings, although some have been renovated for multiple occupancy over the years. Shaughnessy properties are very large, averaging 1672 m^2 (16,000 square feet) in area and often irregularly shaped. Most properties have a very wide frontage and/or depth.

Most houses (about 86%) were built before 1930 as large estate dwellings, often containing servants quarters either in the principal residence or in the adjoining coach house. As a result, Shaughnessy houses are typically large with over 40 per cent having a floor area in excess of 557 m^2 (6000 square feet). As expected, the land use intensity is low. The average floor space ratio (ratio of the total floor area of the building to the total site area) is about 0.30. However, this land use intensity contrasts with more recent development which is almost double this figure. This is explained by the fact that new houses are comparable in size to the old estate homes but are situated on smaller lots of about 882 m^2 (9500 square feet).

Many of the physical characteristics described above are shown on the accompanying maps.

2.3 HISTORY

"First" or "Old" Shaughnessy as it is often referred to, originally formed part of about 2,428 ha (6,000 acres) of land granted to the Canadian Pacific Railway by the Federal Government as a condition of extending the railway to the Pacific Coast. In 1907, Richard Marpole, general superintendent and executive assistant of the C.P.R., proposed the development of this exclusive and prestigious residential area. This area was named Shaughnessy in recognition of an early president of the C.P.R. (from 1898 to 1918).

Mr. Todd, a Montreal landscape architect, and Mr. Davisk, a Danish Engineer, were retained by the C.P.R. to prepare subdivision plans. Their work was responsible for creating the characteristic tree-lined streets following the contours of the area and the large estate-like lots that combine to create a garden-park environment. The subdivision work began in 1908 under the direction of Gzowski and Company, who at one time employed 1,200 men on this project. By 1911, 40 homes were completed and by 1914 First Shaughnessy accommodated 243 households.

Until 1914, Shaughnessy was located in the Municipality of West Point Grey. However, in order to emphasize the exclusive nature of their development and secure the use for single-family dwellings, the Shaughnessy Settlement Act was passed by the Provincial Legislature in 1914. This Act recognized and sanctioned the undertakings of the C.P.R. to ensure Shaughnessy's status in the City. This is confirmed by Vancouver's social register of 1914 which listed nearly 80 per cent of the Shaughnessy households.

The outbreak of World War I had a significant impact on the development of Shaughnessy with little continued or additional development taking place until 1920. In an effort to firm up the exclusive nature of Shaughnessy, the Shaughnessy Heights Building Restriction Act was passed by the Province in 1922. This Act served several purposes: it effectively removed all zoning control from the Municipality; prohibited further subdivision and extended the boundaries of the Settlement Act to include Second Shaughnessy (the area south of King Edward). Not satisfied with the protection offered by the Provincial Statute, the C.P.R. took further steps by placing restrictive covenants on Shaughnessy deeds respecting new single-family construction. These actions served to strengthen the exclusive nature of this community. This "exclusive appeal" was also reflected by the development of the Vancouver Tennis Club, Lawn Bowling Club and Shaughnessy Heights Golf Club financed and built by the C.P.R. Today, the Shaughnessy Golf Course contains the Van Dusen Gardens, Eric Hamber Secondary School and additional housing.

Development of Shaughnessy continued throughout the 1920s until the Great Depression. The Depression brought about an abrupt and radical change to the financial stability of this area; many notable residents were forced to declare bankruptcy and to sell their mansions. Several large prestigious mansions such as "Glen Brae" sold for about one-tenth their previous market value. Repossession by the C.P.R. was common resulting in phrases such as "mortgage heights" and "poverty heights". Former homeowners were forced to take up residence in new locations such as West Vancouver, Southwest Marine Drive and University Hill. The Depression also changed the exclusive single-family nature of Shaughnessy as some large houses were sublet as rooming houses to offset high maintenance costs.

During this time, the Shaughnessy Heights Property Owners' Association (SHPOA) was formed. They filed a petition with the Provincial Government in 1939 to seek an extension of the Buildings Restriction Act to 1970. The Provincial Government accepted this request and also amended the Act to include a provision whereby SHPOA could register complaints against offenders of the Act and to seek redress through prosecution. The Property Owners' Association also worked to relieve the heavy tax burden which increased the financial burden of maintaining these large properties.

World War II also played a major role in the nature of Old Shaughnessy, the effects of which are still evident today. Faced with a severe housing shortage in the war years, the Federal Government by Order-in-Council under the authority of the War Measures Act, permitted the establishment of multi-family dwellings in areas previously not zoned for such. The adaptability of Shaughnessy mansions for such purposes was seized upon and many former single-family homes were converted to rooming or lodging houses. In 1942, for example, the Hycroft Mansion (presently the University Women's Club) became an extension of the Shaughnessy Military Hospital.

At this time the First Shaughnessy Residents' Association (FSRA) was formed to represent rooming house interests that had become firmly established in this area. The two interest groups (SHPOA and FSRA) opposed one another: SHPOA seeking to re-establish the single-family nature of Shaughnessy and FSRA seeking to legitimize rooming house interests.

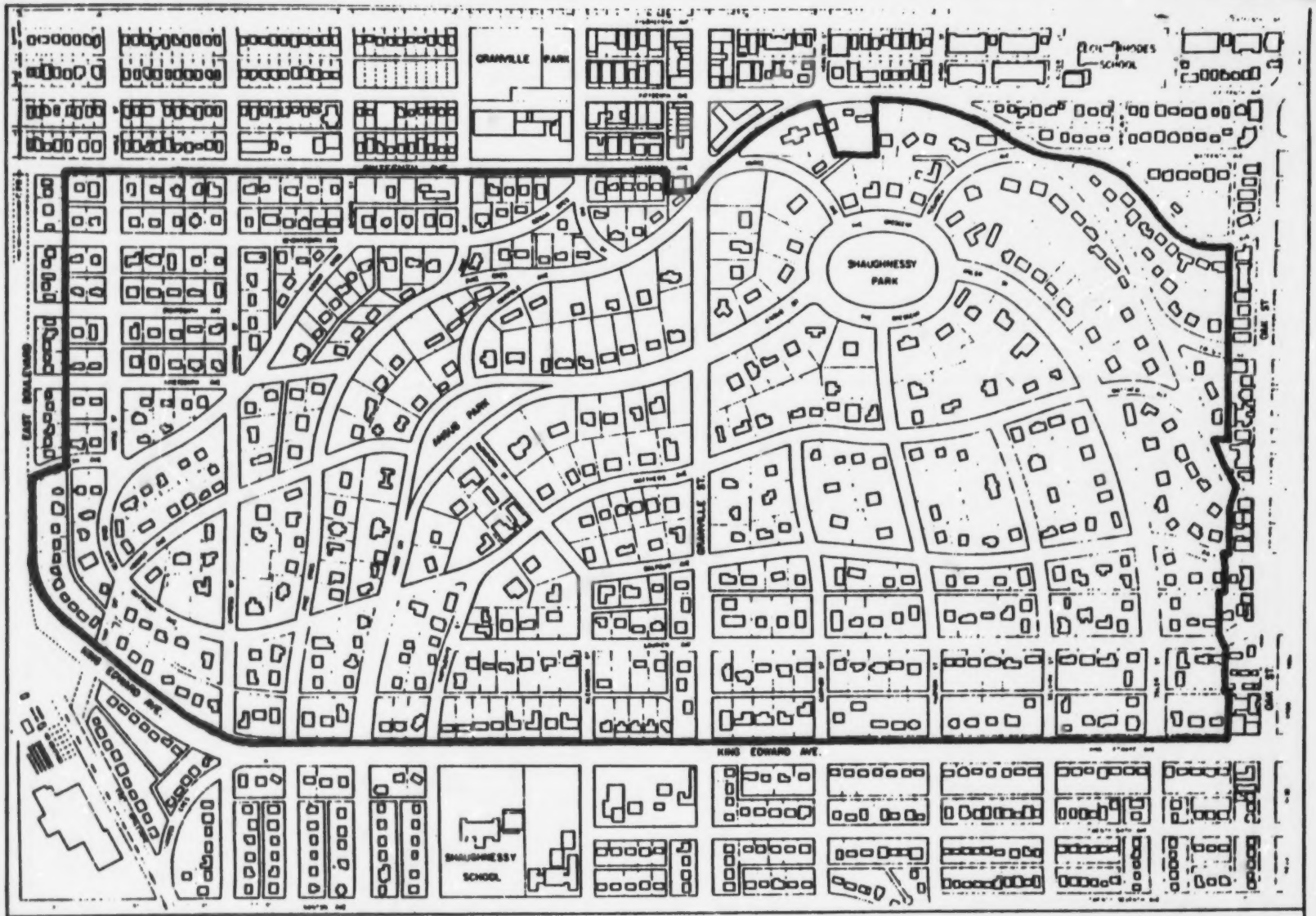
In 1955, the Shaughnessy Heights Building Restriction Act was again amended by the Province. This change permitted the retention of the rooming houses as legal non-conforming uses if they had been in existence prior to April 1955. To deal with this situation, the City of Vancouver undertook to assemble an inventory of those non-conforming uses and required them to become licensed for such purposes. The 1957 inventory indicated that of some 533 houses in "First Shaughnessy", 161 or 30 per cent were in multiple occupancy use.

The RS-4 District Schedule and relevant subdivisions regulations for the area were created in 1959. The RS-4 District Schedule was enacted in 1959 but did not come into effect until the Shaughnessy Heights Building Restriction Act expired in 1970.

A proposed plan of subdivision was also developed in 1959 to complement the RS-4 District Schedule. This plan indicated the possibilities for creating many new lots on existing streets and developing cul-de-sacs within existing parcels of land. This plan of subdivision was intended to be adopted along with the RS-4 District Schedule, however, this did not occur. If approved, this plan could have opened up the area to drastic changes which would have altered the area's present character. Instead, the RS-4 District Schedule was adopted independent of the Plan which it was originally designed to implement.

2.4 PLANNING CONTEXT AND ISSUES

The SHPOA is concerned about the susceptibility of this area to cyclical swings in the economy, recent land development pressures (resulting in the demolition of several fine quality homes) and the subdivision of larger estate properties. In response to this problem, SHPOA took the initiative to commission an independent consultant in 1976 to prepare a Plan for this area. The Plan was



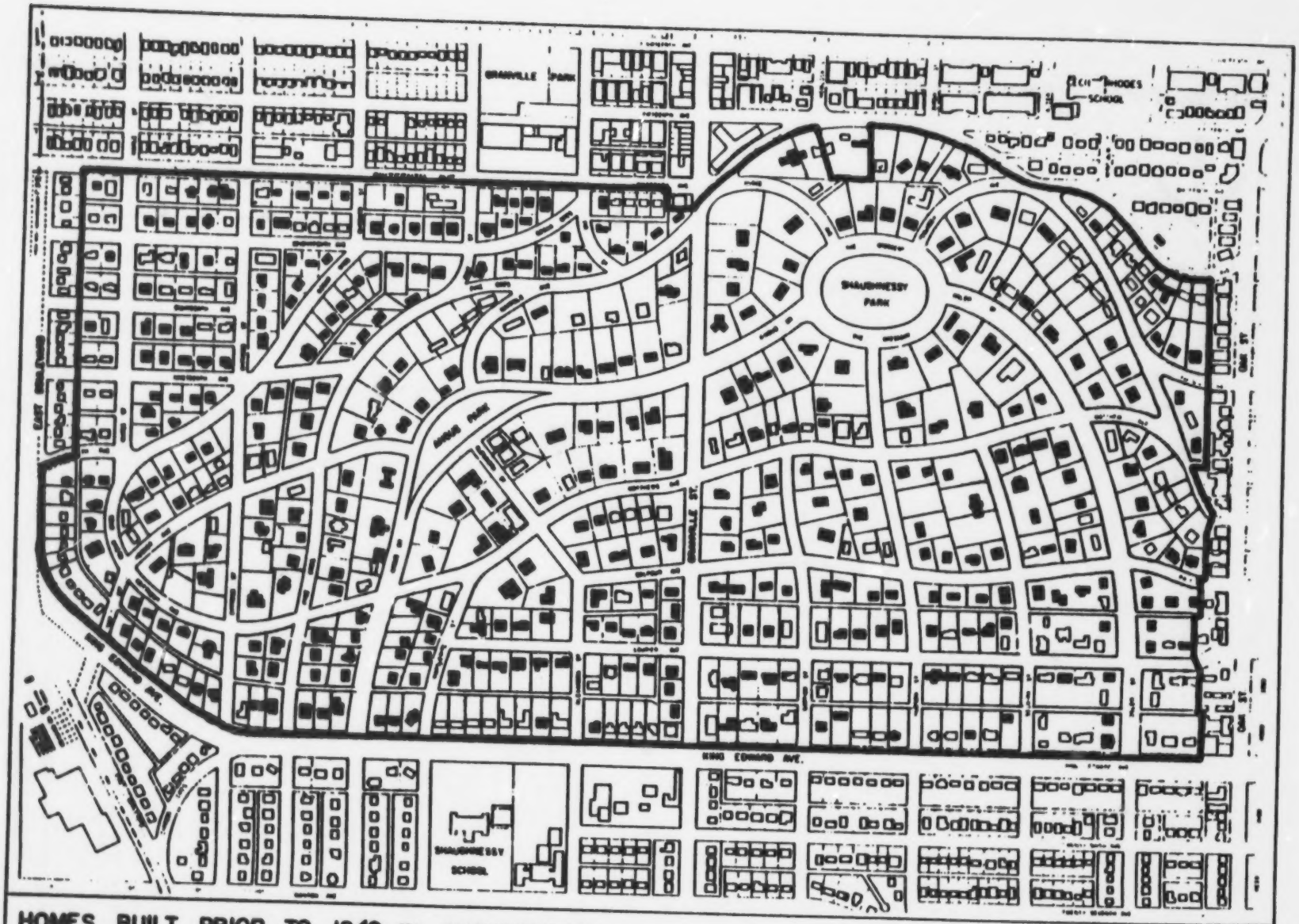
FIRST SHAUGHNESSY AREA

FIRST SHAUGHNESSY PLANNING STUDY

VANCOUVER CITY PLANNING DEPARTMENT

MAP 1

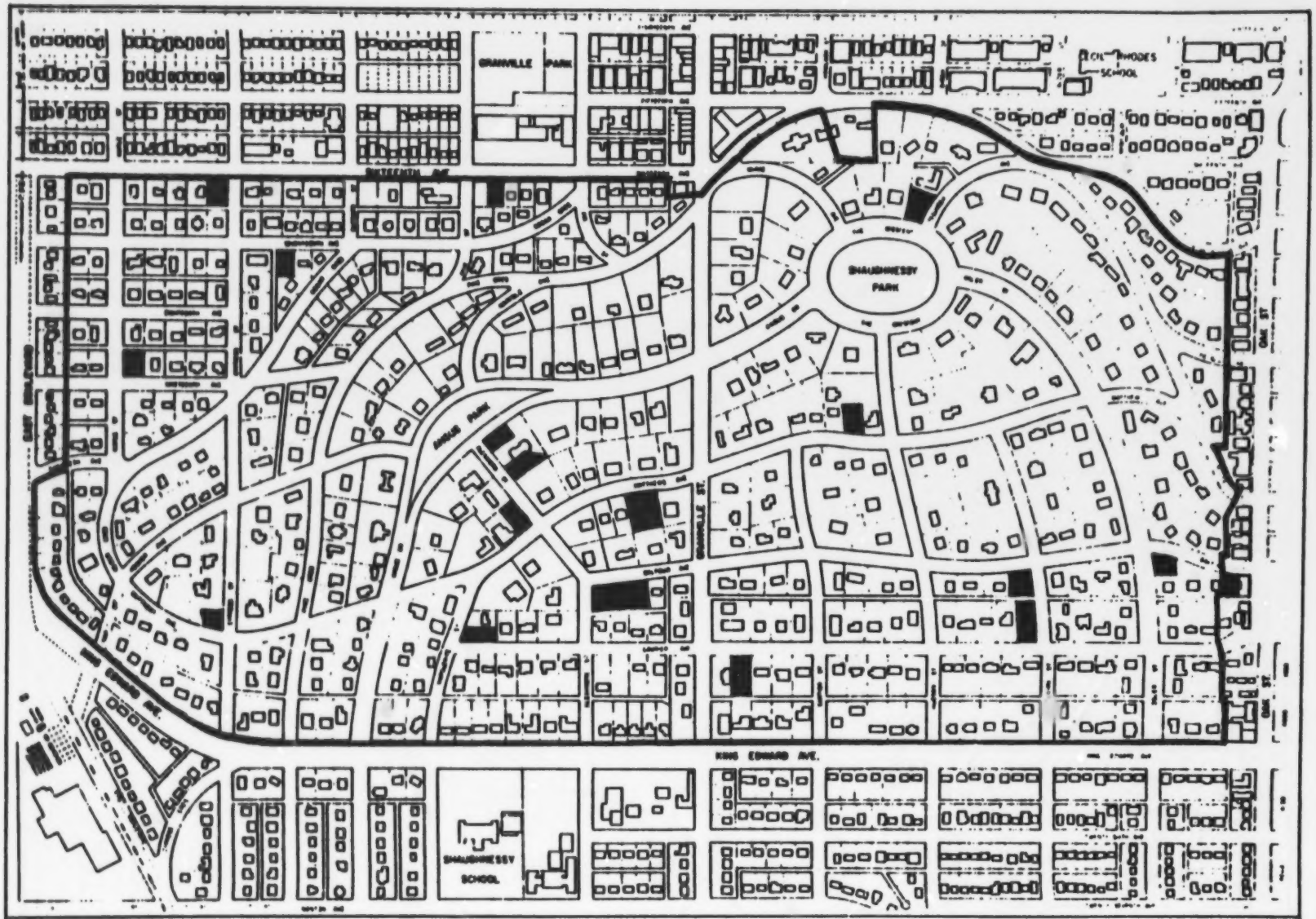
MAP 2



HOMES BUILT PRIOR TO 1940 IN SHAUGHNESSY

FIRST SHAUGHNESSY PLANNING STUDY

VANCOUVER CITY PLANNING DEPARTMENT

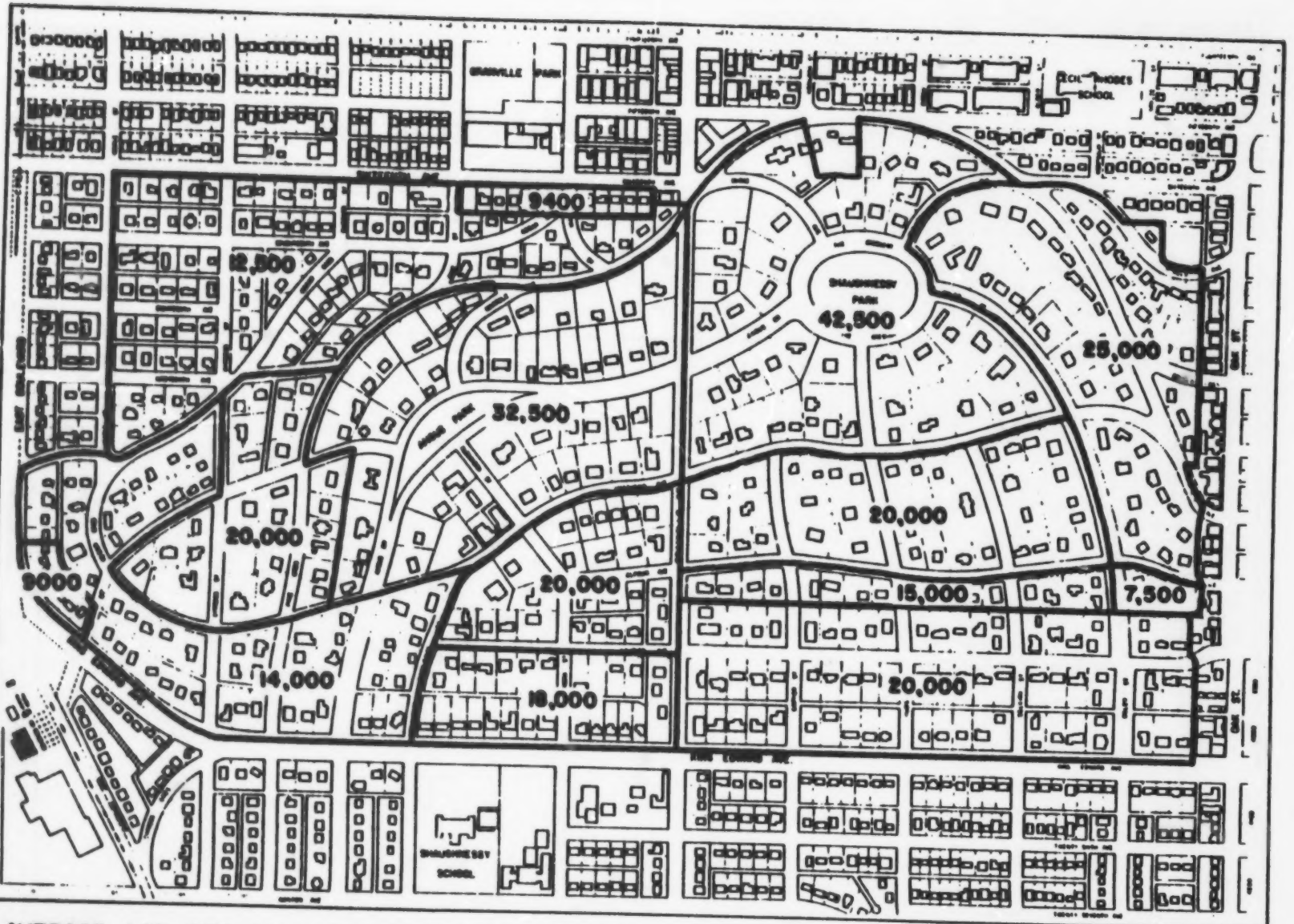


DWELLINGS WITH FLOOR SPACE RATIO EQUAL TO OR GREATER THAN 0.45

FIRST SHAUGHNESSY PLANNING STUDY

VANCOUVER CITY PLANNING DEPARTMENT

MAP 3

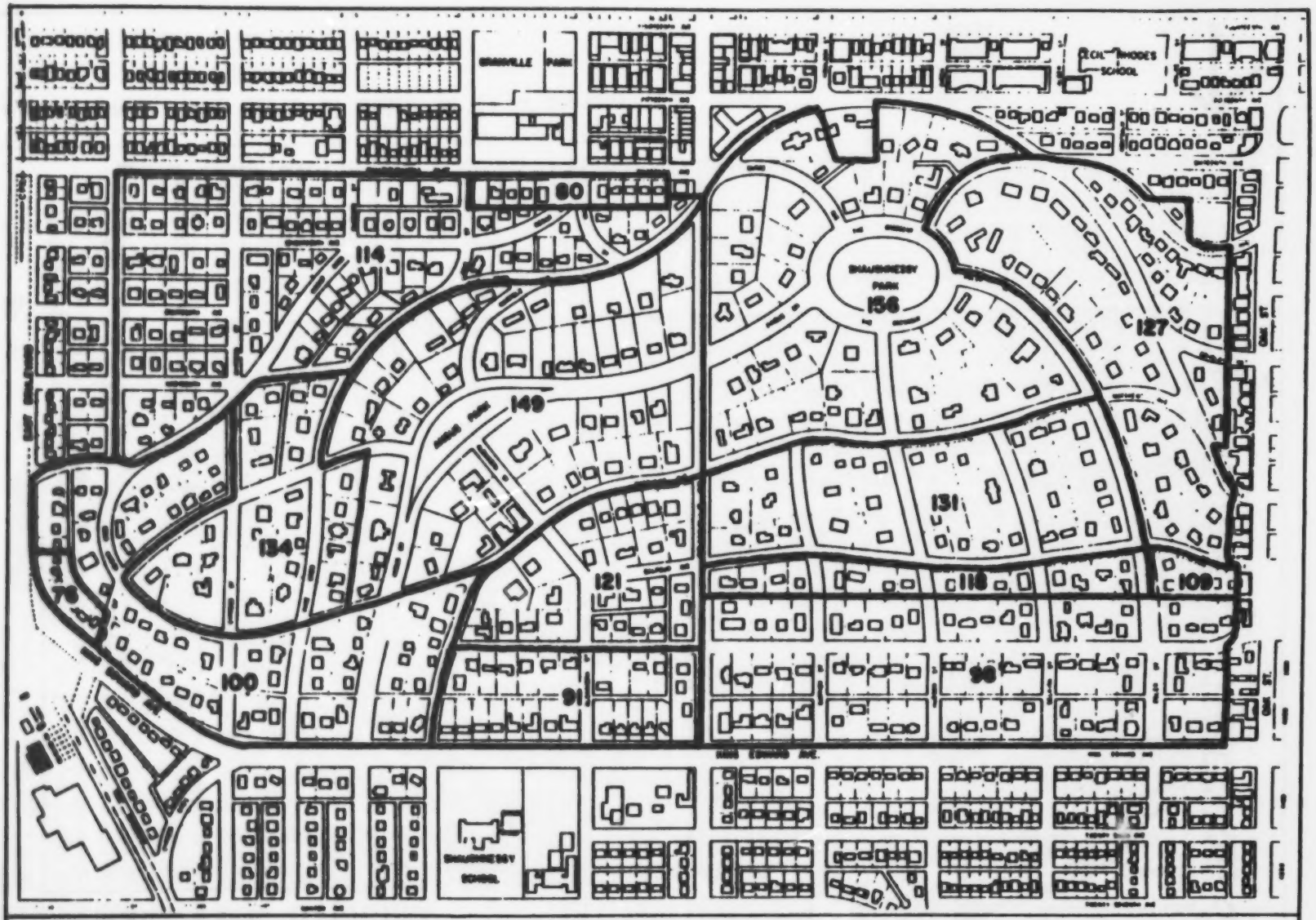


AVERAGE LOT SIZE (in sq. ft.) BY SUB-AREA IN SHAUGHNESSY RS-4 DISTRICT

FIRST SHAUGHNESSY PLANNING STUDY

VANCOUVER CITY PLANNING DEPARTMENT

MAP 4



AVERAGE FRONTAGE (IN FEET) FOR SHAUGHNESSY RS-4 SUB-AREAS

FIRST SHAUGHNESSY PLANNING STUDY

VANCOUVER CITY PLANNING DEPARTMENT

MAP 5

AVERAGE FRONT YARD DEPTH BY BLOCK IN RS-4 DISTRICT
LESS THAN 30'
30' - 50'
50' - 80'
OVER 80'
FIRST SHAUGHNESSY PLANNING STUDY
VANCOUVER CITY PLANNING DEPARTMENT

MAP 6

to contain policies and guidelines to control possible new development, noting that new housing was often poorly designed and not in keeping with the character of the area.

The consultants' plan was submitted to SHPOA in January, 1978. SHPOA did not accept all of the consultants' recommendations although they generally accepted the proposed policies for dealing with new development, and endorsed them in July 1978. SHPOA then submitted their study, together with the consultants' proposals, to the City Planning Department for consideration.

The SHPOA report was received by Council in August 1978 and was the subject of several subsequent reports by the Director of Planning. In December, 1978 Council considered a report by the Director of Planning supporting the general thrust of the SHPOA recommendations but noted further study was needed before an appropriate Plan and zoning regulations could be developed and brought forward to Council. Early in 1979, Council amended the Planning Department work program to include the Shaughnessy Plan.

As part of the planning program, the First Shaughnessy Planning Study Working Committee was organized from members of the community. The Committee composition includes: SHPOA members, tenants, owners of legal non-conforming uses, and a representative of the City of Vancouver Heritage Advisory Committee. This Committee assisted City staff to formulate appropriate community goals and to set out alternative strategies to deal with planning issues.

The main planning issues identified were as follows:

1. First Shaughnessy is a sensitive and complex architectural area that should be preserved as a special character area in the City. The community is concerned about the threatening prospects of massive redevelopment that would destroy the fine estate properties. Revised measures are needed to protect and preserve Shaughnessy's special character and heritage.

2. Large estate properties in First Shaughnessy are susceptible to economic instability. Consideration must be given to permitting the conversion of large older dwellings for multiple residential use and infill development on large sites as an alternative to subdivision. However, Shaughnessy must remain a predominantly single-family residential community.

3. New residential development is often out of keeping with the character of First Shaughnessy. Appropriate zoning regulations and design guidelines are needed to ensure new development complements traditional architectural styles in Shaughnessy.

4. Legal non-conforming multiple conversion dwellings and rooming houses disrupt the single-family character of this community. Incentives are needed to encourage the redevelopment and use of these properties in a manner that is more compatible with the established single-family character of the area.

5. Many multiple conversion dwellings, Special Needs Residential Facilities (SNRF) and certain large privately owned properties are poorly maintained and detract from the overall appearance of the area.

6. Many Special Needs Residential Facilities (SNRF) are clustered together in a few areas detracting from the predominantly single-family character of the area.

7. Several local streets in First Shaughnessy are experiencing excessive through traffic with adverse effects on residential livability. Preventive measures are needed to discourage and redirect this traffic onto primary and secondary roads.

The conclusions embodied in this Plan represent the collective efforts of civic staff, the First Shaughnessy Planning Committee and consultants engaged by the Planning Department during the course of this study.

3. GOALS

The prime intent of this Policy Plan is to preserve and enhance the special architectural and lanscaping elements that combine to make First Shaughnessy a valuable architectural and historical area of the City. The Plan is also intended to stabilize the area's economic viability and its predominant single-family character. The broad goals for the First Shaughnessy District are as follows:

Heritage

1. To strengthen civic pride in a unique architectural and historical area.

2. To preserve, protect and enhance the cultural, social, economic, architectural and historical elements of First Shaughnessy.

3. To enhance the visual and aesthetic character, diversity and interest of the City.

4. To promote excellence in architectural design and construction that is compatible with the character and quality of most pre-1940 houses in First Shaughnessy.

5. To preserve and improve the public and private streetscape.

6. To discourage demolition and promote conservation and restoration of meritorious pre-1940 houses.

Housing

7. To retain First Shaughnessy as a predominantly single-family residential community.

8. To promote and encourage continued private ownership and use of Shaughnessy dwellings.

9. To limit subdivision in First Shaughnessy.

10. To reinforce the economic stability of First Shaughnessy through a controlled increase in density.

Circulation

11. To discourage commuter and through traffic in First Shaughnessy.

12. To minimize on-street parking within First Shaughnessy.

Community Services/Park

13. To retain the Shaughnessy Elementary School.

14. To improve the maintenance standards for existing parks and to retain their predominantly passive function.

Community Involvement

15. To provide residents and property owners with an opportunity to continue their participation in the planning and future development of First Shaughnessy.

4. POLICIES

4.1 LAND USE AND DEVELOPMENT

1. Background

As noted, First Shaughnessy was created as an exclusive single-family residential enclave at the turn of the century. All development at that time was required to meet high architectural and structural standards of excellence. Restrictions were put on subdivision to retain large lots and encourage the development of estate-sized homes. Most earlier pre World War II development in Shaughnessy is attributed to these high standards.

Several factors were instrumental in altering this development pattern, however. The first was the Great Depression of the 1930's. During this period many Shaughnessy homeowners were unable to support their large houses and this resulted in

some property owners converting their homes into rooming houses and multiple occupancy dwellings as a means of retaining ownership. Many of these multiple occupancy dwellings remain today as legal non-conforming uses. Some have been converted back to single family use, others are now Special Needs Residential Facilities (SNRF).

World War II was the other major factor affecting Shaughnessy's development. Between the Great Depression and the early 1950s, very few houses were built in Shaughnessy. More importantly, newer houses built after the war contrasted markedly with the architectural style and grandeur displayed in pre-1940 houses. These new homes are single-family dwellings.

First Shaughnessy is predominantly a single family area but also contains 65 multiple conversion dwellings and 14 Special Needs Residential Facilities. Of a total estimated population of 2,200 residents, about 60 percent live in single-family dwellings, 30 percent reside in rooming houses and multiple conversion dwellings, and the remaining 10 percent in personal care homes and other provincially supported accommodation. The characteristics of these three types of housing, including the socio-economic characteristics of their residents, are discussed in the following sections.

2. Land Use Description

One-Family Dwellings. About 85 percent of the housing stock in Shaughnessy consists of one-family dwellings, most of which are owner occupied. As noted, about 1300 residents, or 60 percent of the total population, live in one-family dwellings. The typical Shaughnessy property owner is slightly older, better educated, more financially affluent and has a longer length of residency than the City norm. Shaughnessy property owners include older established families, senior citizens and younger professional/business families. There are fewer children in Shaughnessy relative to comparable sized local areas, however Shaughnessy families tend to be larger than the City average.

First Shaughnessy is a very desirable and prestigious residential community as evidenced by the strong market conditions for expensive one-family dwellings. Business owners, executives and professional people in the mid-30 to 50 age group tend to be the type of purchasers that seek Shaughnessy properties for their own use. They are attracted to this area by its convenient central location, privacy, prestige, park-like setting and upward trend in property values. Location is a prime factor, noting that the area is situated very close to parks, private athletic clubs, private schools and the central business district.

The type of homes that are most sought after tend to be older character houses, 372 to 557 m^2 (4,000 to 6,000 square feet) in floor area, with four to five bedrooms, two to three bathrooms and large gracious living areas suitable for entertaining. The size of the lot appears to be a factor only insofar as there is sufficient land and/or landscaping to ensure privacy.

In contrast, larger dwellings are in less demand for single-family use. Excessive size, high maintenance costs and formal interior design often make them ill-suited for contemporary lifestyles. About 10 percent of the Shaughnessy houses fall into this category. In recent years, several large properties have been purchased for special uses such as consulates, institutions and Special Needs Residential Facilities. Unfortunately, a number of large meritorious houses are threatened by possible demolition and sub-division of the property. The resulting new development is often totally out of character with the area. In other cases, properties are subject to speculation, often resulting in houses being left vacant and neglected to the point where their condition is termed 'demolition by neglect'. This plan gives particular attention to dealing with these problems in an attempt to preserve the large estate properties and the area's unique architectural and landscaping character.

Multiple Dwellings. As noted, multiple dwellings were created in First Shaughnessy as a result of economic hardships in the Depression and a severe housing shortage during World War II. The Federal Government's Order-in-Council, coupled with an amendment to the Shaughnessy Heights Building Restrictions Act, confirmed the use of multiple dwellings provided the use was not extended, increased or discontinued for a certain period of time. Upon expiry of the Act in 1970, multiple dwellings became "legal non-conforming uses" under the provisions of the RS-4 One-Family Dwelling District Schedule which came into effect for this area. Since the 1950s, the total number of multiple dwellings decreased from 200 to 65. This decrease is accounted for by reversion to single-family use and conversion to Special Needs Residential Facilities (the latter are discussed in the next section). The accompanying map shows the location of all remaining multiple dwellings in First Shaughnessy.

Both the type and standard of rental accommodation varies greatly in Shaughnessy: it includes rooming houses, light housekeeping units, sleeping rooms and self-contained apartment suites. Rents currently range from $125 per month for single rooms to in excess of $500 per month for larger updated self-contained suites. The standard of rental accommodation includes dilapidated premises as well as meticulously maintained multiple dwellings. Unfortunately, the latter are not representative of the normal situation in Shaughnessy.

As expected, demand for rental accommodation is very strong. Shaughnessy's modest-priced rental accommodation in character houses, combined with a very pleasant park-like setting, attracts a wide cross-section of the rental market. More recently, the market trend appears to be shifting towards younger, more mobile students and professional people. Coincidentally, the seniors rental market has shifted to provincially supported seniors homes that have recently been established in the area.

As noted earlier, the socio-economic characteristics of most renters contrast with Shaughnessy property owners. Renters do not have the strong associations of school, clubs and family in First Shaughnessy. Because most renters are single, without children and of a more modest income, they tend to have little involvement in the community as evidenced by memberships in community organizations, neighbourhood groups or clubs and other family-related activities.

Multiple dwellings also influence the composition and character of Shaughnessy in other ways. A notable factor is the rental population. An estimated 700 people, or 30 percent of the Shaughnessy population, live in Multiple Occupancy Dwellings which make up about 10 percent of the total housing stock. This higher population density combined with insufficient on-site parking on legal non-conforming properties often results in excessive vehicle congestion on Shaughnessy streets. This problem is more acute where several Multiple Dwellings are clustered together.

Another area of resident concern relates to the general level of maintenance for multiple properties. They are often considered to be poorly maintained in comparison to owner-occupied properties. However, a recent survey found these properties (buildings) to be in comparable condition to surrounding houses (including owner-occupied properties) on the street. About 85 percent are in fair/good condition with a smaller number in poor condition. With respect to landscaping, multiple dwellings are reasonably well-maintained although the landscaping treatment is not usually as extensive or manicured in comparison to most other owner-occupied properties.

Many of the above problems are attributed to the fact that most multiple dwellings, except for Special Needs Residential Facilities, are non-conforming uses. They include uses that legally existed in First Shaughnessy before the RS-4 District Schedule was enacted in this area. As discussed earlier, non-conforming uses include large houses that were converted to rooming houses, lodging houses, etc. during the Depression and Second World War.

Although non-conforming uses are recognized as legal uses under the Vancouver Charter, they do not comply with the current use regulations in the RS-4 District Schedule. However, non-conforming properties are granted a reprieve under Section 568 of the Vancouver Charter to continue their use until their destruction, discontinuance or natural cessation. Normal maintenance, repairs and non-structural alterations are permitted provided they do not extend, enlarge, or prolong the life of the existing building. Any change to a non-conforming use beyond normal maintenance, however, would bring the matter within Council's authority to regulate development and construction of buildings and beyond the statutory protection for non-conforming uses. By implication, non-

conforming uses are not considered permanent uses which tends to work against better standards of maintenance and substantive upgrading (Board of Variance is needed for structural changes and additions) of these buildings under their current use, and in the longer term can lead to their eventual demolition. In addition, non-conforming uses cannot be required to provide more on-site parking in line with the higher demand generated by these uses.

Special Needs Residential Facilities. A total of 14 Special Needs Residential Facilities (SNRF) are located in First Shaughnessy. Of this total, 12 are Community Care Facilities consisting of homes for the elderly and the physically and emotionally handicapped, and two are Group Living Facilities. Community Care Facilities are funded and licensed by the Ministry of Health under the Community Care Facilities Licensing Act. Group homes, on the other hand, are funded and administered by the Ministry of Human Resources. Most of these homes are owned and operated by non-profit societies.

The Special Needs Residential Facilities make up about 2 percent of Shaughnessy's housing stock and house 10 percent of the total population in the area. These facilities contribute about 10 percent of the total SNRF in the City. The accompanying map shows that SNRFs are concentrated in several pockets east and west of Granville Street. One likely explanation for the present distribution is that over 85 percent of these facilities have been established on former legal non-conforming properties that are scattered randomly throughout Shaughnessy. Also, these facilities were set up before Council's approval of guidelines regulating the location and density of SNRFs in March, 1980.

Shaughnessy property owners have expressed concern about what they consider to be an excessive concentration of SNRFs in certain areas of Shaughnessy on the basis that these facilities detract from the single-family character of their community. This concern is reasonable and is a good example why the guidelines for Special Needs Residential Facilities were developed and supported by Council. Certainly, the present concentration of SNRFs in several areas does not comply with these guidelines. However, the total number of SNRFs in Shaughnessy appear to be in accord with the general thrust of the guidelines, recognizing that the density (tenants) and type of facility are influencing factors.

First Shaughnessy, as well as other older areas of the City, is a very attractive area for locating SNRFs. Shaughnessy is centrally located with close and convenient access to major employment centres, entertainment and recreation, education/ training and specialized medical facilities. The typical large Shaughnessy houses are also well-suited for use as SNRF. Large houses accommodating at least 10 to 15 residents offer economies of scale in staffing, thus reducing operating costs. This is an important consideration as most SNRFs are sponsored by non-profit organizations and funded by the Provincial Government.

The demand for SNRF's is partially related to provincial policy for deinstitutionalizing correctional, psychiatric and emotionally and physically handicapped facilities. Efforts are underway to try to absorb these clients into the mainstream of everyday life by encouraging the establishment of SNRFs in residential communities. However, because the Provincial Government provides their funding, they exercise considerable influence over the location of these facilities in a municipality.

The funding question is an important factor influencing the operation and maintenance of these facilities in a manner that is acceptable to the "host" community. In Shaughnessy, there are concerns about inadequate supervision of tenants and buildings and lower maintenance and landscaping standards in comparison to the norm. A survey of SNRFs showed that about 60 percent of these properties are in worse condition than other owner-occupied properties in the immediate area. Landscaping is comparable to the situation for multiple occupancy dwellings - it is not as elaborate or manicured as the owner-occupied properties.

On the basis of the above, it appears that a "good neighbour policy" would be one way of dealing with these concerns. This would necessarily involve more interaction between property owners and sponsoring agencies and/or supervisors of SNRF, and discussion with the Ministry of Health and Ministry of Human Resources as the case may be, to emphasize their responsibility to the host community.

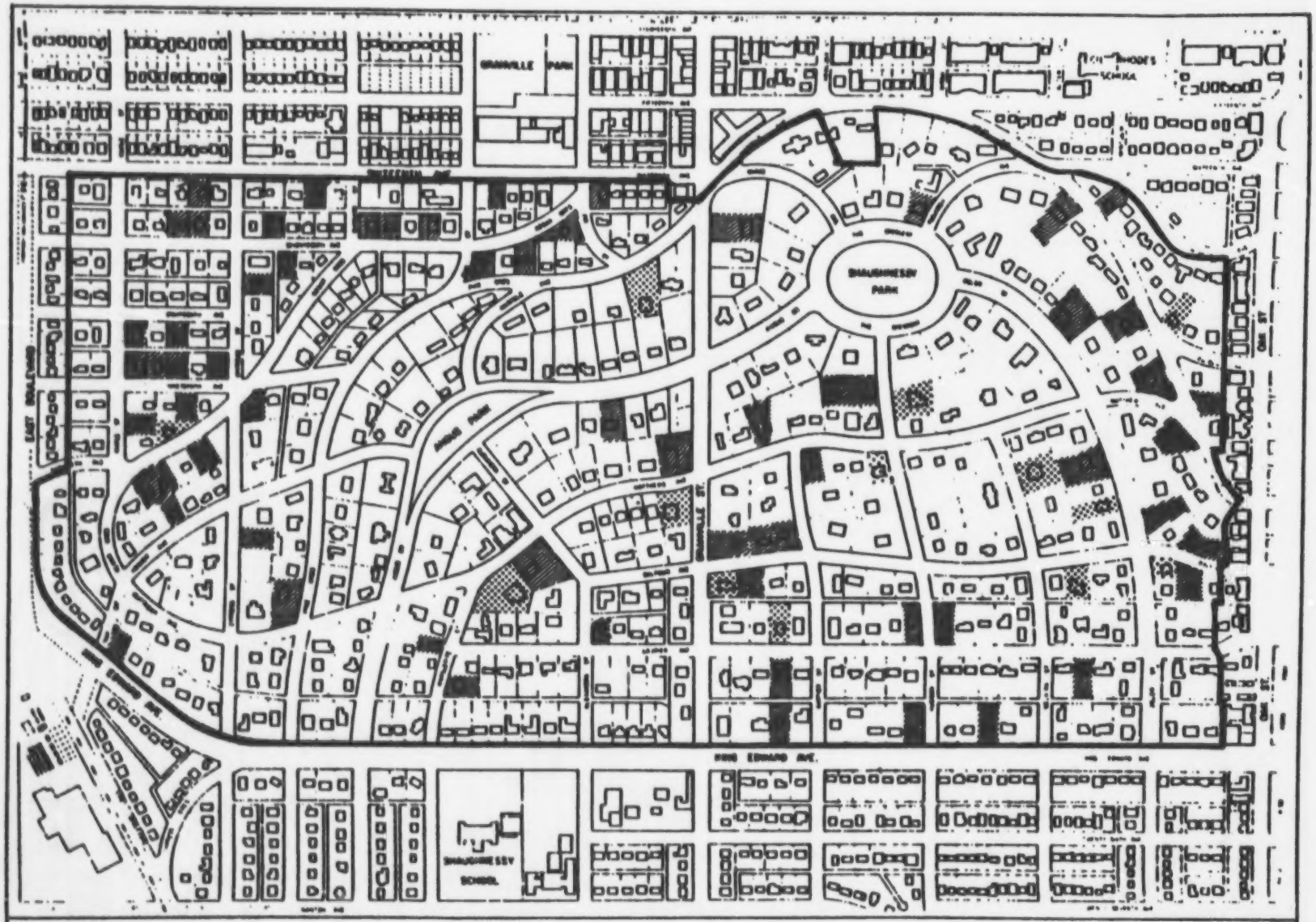
3. Heritage Considerations

Heritage Merit of First Shaughnessy. As noted, the heritage merit of Shaughnessy is comprised of the architectural excellence of older pre-1940 houses and the elaborate landscaping treatment of private property and public streets. The special ambience of this area is created by these important components and because of the highly complex and sensitive nature of the area, attention needs to be given to their protection.

Three houses are presently designated as heritage buildings:

Glen Brae Manor (Personal Care Home) - 1690 Matthews
Hycroft Manor (University Women's Club)- 1489 McRae
The Convent of our Lady of the Cenacle - 3689 Selkirk

In addition, a consultant's survey concluded that another 82 properties merit heritage recognition because of their architectural and landscaping qualities. Fourteen of these properties are considered to be landmark or archetypal. These properties are shown on the accompanying map. In marked contrast, most post World War II built houses do not possess the same architectural qualities, materials and detailing of homes built in Shaughnessy's early development period.



NON-CONFORMING USES AND SPECIAL NEEDS RESIDENTIAL FACILITIES

NON-CONFORMING MULTIPLE RESIDENTIAL

SPECIAL NEEDS RESIDENTIAL FACILITY

FIRST SHAUGHNESSY PLANNING STUDY

VANCOUVER CITY PLANNING DEPARTMENT

MAP 7 19

MERITORIOUS 'A' CATEGORY HOMES
HERITAGE DESIGNATED BUILDINGS
1. Hycroft
2. Glen Bros Manor
3. Convent of Our Lady of Canada
FIRST SHAUGHNESSY PLANNING STUDY
VANCOUVER CITY PLANNING DEPARTMENT

MAP 8

Heritage Legislation. Following from a shift in the public's attitude and expectations concerning community planning in the 1970s, specifically the preservation of historical buildings, the Provincial Government added a section to the Vancouver Charter in 1974 to enable municipal heritage designation and the creation of the Heritage Advisory Committee.

In 1977, the Provincial Government passed the Heritage Conservation Act which expanded and clarified heritage designation procedures and in so doing removed the heritage section (564A) formerly contained in the City Charter. Under this Act, Council may designate a building, structure or land, in whole or in part, as a municipal heritage site. There is provision for specific site designation as well as area designation under the Act. For First Shaughnessy, heritage designation is viewed as another tool that gives Council discretion to prohibit the demolition of a meritorious building, altering the facade or exterior of a building, or constructing an addition or new building on a site, without prior approval by resolution of Council. For example, "area designation" in First Shaughnessy would provide Council with discretionary powers as to whether proposed improvements to a site will enhance rather than detract from the character of the area.

However, civic officials are reluctant to recommend either site or area designation under the Heritage Conservation Act as a tool for controlling demolition and protecting the character of the area at this time. One concern is the new compensation provisions under the Act where designation places development restrictions on the heritage property. The Act sets out that Council may, by by-law, provide a grant, loan tax relief, or other compensation to the owner where heritage designation decreases the economic value of a building, structure or land. However, this section of the Act is ambiguous as to whether compensation is required in the event a property owner suffers an economic loss arising from municipal heritage designation. The compensation provision under the Act remains to be tested in a Court action.

Notwithstanding this concern, situations may arise where the City desires to prevent the demolition of building(s) that contributes significantly to the character of First Shaughnessy. Fortunately, there is provision under Section 14 of the Act to permit Council to temporarily delay demolition or alterations to the building or land pending passage of the appropriate by-law. This Section of the Act is similar to Section 570 of the Vancouver City Charter which allows Council to temporarily withhold development and building permits pending approval of an appropriate by-law. This Section allows Council to assess whether it wishes to protect a building, structure or land (i.e. such as demolition of a meritorious building) and whether it may wish to designate the site as a heritage property.

In certain cases the City may wish to consider using heritage designation where all other efforts to protect important heritage buildings, structures and property are likely to be unsuccessful. Heritage designation, then, is considered to be an important tool that can be used in certain extraordinary circumstances, but should not be relied upon as the primary method for protecting and preserving Shaughnessy's character.

4. Planning Proposals

Shaughnessy will continue to experience strong redevelopment pressures as market forces drive up the price of land relative to the value of improvements. Redevelopment pressures are typically strongest for properties having the following characteristics:

- very large houses that are generally considered obsolete as one-family dwellings;
- existing non-conforming multiple residential dwellings (i.e non-conforming uses under the current RS-4 District Schedule) where extensive alterations render them unsuitable and/or too costly to revert to a one-family dwelling; and/or
- large lots, many with subdivision potential under the current subdivision regulations.

The following planning proposals are submitted to respond to current market pressures and the existing land use characteristics in Shaughnessy.

a) CONVERSION OPTION. Allow certain large pre-1940 meritorious houses and non-conforming multiple residential properties to redevelop as multiple conversion dwellings provided they comply with Council approved zoning regulations and design guidelines for this area.

b) INFILL OPTION. Allow secondary infill development at the rear and/or side of large sites provided the site is occupied by a pre-1940 principal building and this development complies with Council approved zoning regulations and design guidelines for this area; and

c) SUBDIVISION OPTION. Increase the subdivision standards for minimum parcel size and configuration to complement the established and prevailing subdivision pattern in the area.

A fundamental and imperative condition for the a) conversion and b) infill options is to preserve and maintain the existing pre-1940 principal building on the site. In effect, these options may permit redevelopment as a bonus for preserving meritorious old houses from neglect and/or demolition. Together, these options are intended to recycle the use of large homes and intensify development on large sites in a way that protects the unique character of the area.

Each option is briefly discussed below:

CONVERSION OPTION. The conversion of certain pre-1940 homes for multiple residential use is an innovative and practical method to encourage the preservation and upgrading of large pre-1940 one-family dwellings and the legitimization of existing non-conforming multiple residential dwellings.

Past experience shows that properties developed with large houses and/or occupied by non-conforming multiple residential dwellings are more threatened by current redevelopment pressures. As noted, the largest pre-1940 houses are not in strong demand as one-family dwellings because of their excessive maintenance costs and general unsuitability for contemporary living. Also, the costs of converting multiple residential dwellings back to single-family use are very high and comparable to building a new dwelling. The results are similar: these homes are prone to neglect and eventual demolition as land values continue to rise. The conversion option is designed to check this trend and offers an alternative use for many residential buildings that may otherwise have a short life expectancy.

The conversion option is expected to attract new investment to eligible conversion properties which are most often in need of restoration. It recycles large houses for more contemporary use and in so doing provides more housing and a broader range of housing types in Shaughnessy than at present. However, unit density and form of development will be controlled to ensure multiple conversion dwellings complement the predominantly single-family character of the area. At the same time, preservation and restoration of these large old houses will protect the area's unique character and heritage conservation goals.

As well as creating more housing accommodation, the conversion option will also provide alternative housing types in the area. At present, there are few housing options except for one-family dwellings and rental suites. Multiple conversion dwellings may provide an attractive alternative for people who want to remain or move to Shaughnessy but do not need a one-family dwelling. The demographic composition of the area suggests that some property owners may choose to sell their one-family dwellings and move to a condominium unit. This may free up some excellent accommodation for families. In this way, the social diversity of the community may be broadened.

New zoning regulations and design guidelines will be developed to control the use and form of development for multiple conversion dwellings.

INFILL OPTION. The intent of the infill option is to encourage innovative development by allowing existing secondary buildings and/or new infill housing on large sites occupied by a pre-1940 principal residential building. This option was developed in response to redevelopment pressures and the existing subdivision pattern in the area. Current subdivision proposals detract from

the area's unique character: old houses are often demolished, natural landscaping is torn up and new contemporary designed housing is built, often in stark contrast to traditional architecture in the area. The infill option provides a more appropriate alternative for developing housing on large sites for the following reasons:

a) Infill is an incentive or bonus in return for preserving and restoring the existing pre-1940 principal building on a large site.

b) Infill provides an alternative to subdivision. It also allows additional development on other large sites that are not subdividable due to insufficient parcel width. It should be noted that many large Shaughnessy properties are very deep and ideally suited to the infill concept provided the principal building is not situated too far to the rear of the site.

c) Infill permits more intensive residential development on large sites in the form of new secondary buildings and/or by legitimizing existing secondary buildings (such as coach and guest houses) for residential use.

d) Infill allows more flexibility in siting and development but also protects the character of the area. All infill development should complement the principal building on the site, preserve the appearance of the existing streetscape and protect the livability and general amenity of neighbouring properties.

Special zoning regulations and design guidelines will also be developed to control the use and form of infill development.

SUBDIVISION OPTION. Current subdivision standards do not adequately reflect the established and prevailing subdivision pattern in First Shaughnessy, illustrated on Maps 4 (P. 8) and 5 (P. 9). As discussed earlier, these subdivision standards were developed in 1959 in order to allow a dramatic change in the present subdivision pattern in the form of new lots on existing streets and the development of cul-de-sacs in existing parcels of land. Fortunately, this subdivision plan was not adopted by Council. However, the current subdivision standards are based on this 1959 plan and are a major source of concern.

New subdivision breaks up Shaughnessy's characteristic streetscape. If present subdivision pressures continue unchecked, up to one-fifth of all old character lots could possibly be subdivided, resulting in demolition or structural alteration of as many as 89 houses. This loss of housing, coupled with new development and disruption to the existing streetscape, would have a devastating impact on Shaughnessy's unique character, and it will also have historical repercussions.

In view of the above concerns and in recognition of the City's goals to protect First Shaughnessy as a special character area, the present subdivision standards must be revised. It is proposed that minimum acceptable standards for parcel size and configuration should be increased to a parcel width of 30.480 m (100 feet) and parcel area of 1207.7 m^2 (13,000 square feet) from the present standards of 25.908 m (85 feet) and 882.579 m^2 (9500 square feet) respectively. These proposed standards are more in keeping with the existing subdivision pattern.

5. Policies

a) Special development incentives such as conversion and infill will be permitted on appropriate sites, excluding heritage sites, to encourage the preservation of meritorious pre-1940 houses in First Shaughnessy.

b) All meritorious pre-1940 buildings must be preserved and satisfactorily restored as a condition for approving all infill and conversion development.

c) All development in First Shaughnessy must strive to preserve the estate-like quality of large properties and the existing appearance of the streetscape.

d) Special Needs Residential Facilities are an appropriate use of large Shaughnessy houses provided the population density and location of these facilities comply with the development guidelines approved by Council, March 1980.

e) Foreign consulates are an appropriate use of large estate properties in First Shaughnessy and are encouraged to locate along Granville Street between 16th Avenue and King Edward Avenue.

f) Strata-titling of multiple conversion dwellings is supported provided the unit density, form of development and on-site parking is compatible with the predominantly single-family character of the area.

g) The City will encourage and assist efforts to improve communication between Shaughnessy property owners and the sponsoring agencies and administrators of Special Needs Residential Facilities located in First Shaughnessy.

h) The City will ensure that the operation and maintenance of Special Needs Residential Facilities are comparable to the general standards of the 'host' community. (i.e. a 'good neighbour policy').

i) Heritage designation will be considered in First Shaughnessy whenever buildings, structures and property having heritage merit are threatened by demolition.

j) The minimum subdivision standards for First Shaughnessy should be amended to limit further subdivision to protect the character of the area.

k) The demolition of meritorious pre-1940 buildings is discouraged.

4.2 ENVIRONMENT

1. Design

A major concern of the community, the Heritage Advisory Committee and the City Planning Department pertains to the design of new housing in First Shaughnessy. There are several cases where new development proposals have generated strong opposition concerning the design, materials, siting, size of the building and/or landscaping. In an effort to gain some control over the design of new development, the Approving Officer has obtained restrictive covenants for several recent subdivisions. However, this laborious ad hoc approach does not ensure that all development will be subject to similar controls.

A fundamental problem is that the present RS-4 One-Family District Schedule permits one-family dwellings as an outright use. Apart from regulations concerning yard requirements, height, floor space ratio, etc. there are no guidelines or conditions respecting design. There is presently little or no discretion with respect to design for outright uses except where the Development Permit Board or the Director of Planning, as the case may be, consider the design of a building is not of an acceptable standard, and will adversely affect public amenity. (Section 3 of the Zoning and Development By-law No. 3575).

In light of Shaughnessy's unique but complex character, design guidelines must be developed to set out the basic underlying design principles that apply to most traditional development in this area. These principles are based on the following elements: grand scaled house; a large estate-garden setting; and profusely landscaped enclosure separating the private yard from the street. In fact, Shaughnessy's traditional character is the collective product of a comprehensive design approach for each property. It is noteworthy that the landscaping component is an important and integral component of the overall design.

The architectural style of large pre-1940 Shaughnessy houses represent a special architectural legacy in the City. This architecture was greatly influenced by the Romantic Movement and consists of a sophisticated manipulation and blending of various styles based on earlier historic examples. Many houses are modelled after the Tudor style. The dominant approach, however, was to create a country-estate in an urban setting. As noted,

landscaping enhances this estate image and gives Shaughnessy much of its unique character.

To protect this special ambience, contemporary design must recognize these design principles and also utilize a comprehensive architectural/landscaping design approach.

2. Streetscape

The image of First Shaughnessy is largely derived from the character of the streets. Lushly vegetated park-like street boulevards and large properties create an estate-garden image. This mature, almost over-abundant and exotic vegetation, combined with the wide curved streets, narrow driveways, and hedges gives the Shaughnessy streetscape a special flavour. Shaughnessy streets vary in width from 20 metres (66 feet) to 30 metres (98 feet) right-of-way with the latter having landscaped centre boulevards. They also vary from most typical city streets as many are curved and follow the contours of the land. Views along these streets also vary from containment on curved meandering streets to a sense of openness at intersections, and occasionally open vistas from streets that follow the ground contours.

For the most part, streets are characterized by a strong sense of enclosure created by boulevard trees, hedges, rock walls and fences which define private property from the street. A strong linear element is created by the closely spaced boulevard trees often infilled by smaller trees and shrubs. The foliage of mature boulevard trees also form a canopy over most Shaughnessy streets during the spring and summer months. The long line of hedges and other forms of screening, broken only periodically by narrow gates at driveways, completes this strong sense of enclosure that is so typical of most traditional Shaughnessy properties.

The number of openings and/or lack of border treatment along the streetscape has a dramatic impact on its appearance. New subdivision and development often disrupt the streetscape principles of enclosure and screening along the property line. If Shaughnessy character is to be preserved, the strong streetscape tradition must be retained and monotonous openings avoided.

Another important characteristic of traditional Shaughnessy properties is that houses are set back varying distances from the property line.

Shaughnessy houses are also veiled and screened from direct view by trees, bushes and shrubs. On many properties, only the attic and roofs are most visually dominant from street level. Occasionally, views of a house are opened up by the driveway.

First Shaughnessy also contrasts with other parts of the City in that few vehicles are parked along its streets owing to the area's low density and sufficient on-site parking. Extensive planting along the site perimeter and in the interior of the site usually screen the vehicles from direct view from the street.

From the above discussion, it is clear that the Shaughnessy streets contribute to its unique character. Special landscaping guidelines are also needed for private properties and the City's boulevards to preserve and enhance this special streetscape. These guidelines should also describe the variety and interplay of various forms of vegetation that contribute to the unique charm of the area.

3. Lighting

The type of lamp posts and form of illumination are an important urban design feature which can improve the appearance of the streetscape. Originally, incandescent fixtures were a characteristic feature of Shaughnessy's estate image. These were attached to the power poles. Over the years, however, this lighting has been replaced by mercury vapour illumination either on B.C. Hydro steel power poles or on steel davit poles. This lighting is considered adequate with the exception of Angus Drive, Osler Street and the Crescent which are below standard and which will be upgraded using the existing street lighting design. Any further proposals to change the street lighting should complement this special character area; however, special street lighting costs more to install and maintain, and these costs must be recognized and considered in formulating a policy on street lighting in the First Shaughnessy Area.

4. Policies

a) Design guidelines, based on the architectural and landscaping principles identified for this character area, should be developed and incorporated as an integral part of the First Shaughnessy Plan.

b) The existing streetscape character must be preserved and enhanced.

c) All development must utilize existing driveways on the site in order to minimize disruption to the existing streetscape.

d) Off-street parking is required to minimize parking on local streets.

e) Special street lighting should be incorporated in any new design upon due consideration of capital and ongoing costs, in recognition of First Shaughnessy's special character.

4.3 PUBLIC FACILITIES

1. Parks

Two small parks are located in First Shaughnessy - Shaughnessy Park (1.4 ha or 3.5 acres) east of Granville, and Angus Park (.9 ha or 2.2 acres) west of Granville Street. Each miniature park provides a central focus in their respective residential enclave. The two parks offer a sense of the historic Shaughnessy "estate garden" in a more contemporary context. This concept is further enhanced by the large estate properties surrounding the parks and the park-like streets and boulevards in this area.

Both parks provide a passive recreational function and also form an integral part of the Shaughnessy streetscape. The parks are popular among local residents as well as others from neighbouring local areas for passive activities and as a destination point for jogging, cycling, etc. Aesthetically, the parks are important unifying elements that contribute to the identity of the two residential enclaves east and west of Granville Street.

Shaughnessy Park is the more formal of the two and in some ways resembles the elegant crescents, circles and squares typically found in eighteenth and nineteenth century English cities. The concept in Shaughnessy Park differs in that it may have been designated to be an internal park fenced and for the exclusive use of surrounding property owners. Shaughnessy Park is the most actively used of the two parks, being larger, more extensively landscaped and offering more privacy to park users.

Angus Park is less formal than Shaughnessy Park. It lacks strong landscaping and streetscape definition, but has a more open quality and offers a scenic vista of the North Shore mountains beyond the Vancouver skyline. Angus Park is less used for recreation but still provides a strong focus for this enclave.

A consultant's assessment of these parks found that several improvements can be made to create an increased sense of identity which is currently lacking. It is suggested that these parks can be enhanced by the following means:

Shaughnessy Park

- Plant a circle of flowering trees (eg. plums, cherries) to establish colour and soften the visual edge of the park;
- Plant a greater variety of small-scale shrubs and flowers, increasing the effect of layering depth from the street;

- Create more definition to the internal park area through the layout of a perimeter jogging track, informal paths and play spaces; and

- Install new park furniture items: more functional benches, drinking fountain, and better designed and well-located trash receptacles.

Angus Park

- Create a visual edge with small ornamental trees (eg. dwarf maples) or small flowering shrubs to screen the surrounding roads, create an inner identity to the park, but do not block the vistas beyond; and

- Install functional and attractive park furniture: benches, drinking fountain and trash containers that should be well-positioned with respect to existing mature trees.

2. School Facilities

The Vancouver School Board has an open boundary policy for this area of the City permitting First Shaughnessy pupils to attend several schools in the area. Public elementary schools in the Shaughnessy area include Emily Carr, L'Ecole Bilingue and Shaughnessy Elementary. Eric Hamber, Prince of Wales and Point Grey Secondary schools are located in the immediate area. It is also noted that many Shaughnessy children attend nearby private schools.

Shaughnessy Elementary school is situated adjacent to the First Shaughnessy community at King Edward Avenue and Marguerite Street. This school is an integral part of the community; both the grounds and gymnasium are well used by the public after regular school hours. Shaughnessy residents feel that this school is an important part of the community and the threat of declining enrollment and possible school closure is a source of concern to Shaughnessy residents.

As is the case for many public schools in Vancouver, Shaughnessy Elementary School has experienced a slight decline in student enrollment over the past several years. However, enrollment has stabilized in recent years (1978 and 1979) at about 415 pupils - the school capacity is 600 pupils. Additional enrollment resulting from a projected increase in housing in First Shaughnessy (due to conversion and infill options) can be accommodated by existing school facilities in the area.

3. Policies

a) The existing landscaping and street furniture should be upgraded in Shaughnessy and Angus Parks to increase their sense of identity in the community.

b) The Shaughnessy Elementary School facilities and playfields should be upgraded to facilitate increased recreational and social use by the community.

4.4 CIRCULATION AND TRANSPORTATION

1. Major Roads and Land Use

As shown on the accompanying map, First Shaughnessy is surrounded and bisected by heavily trafficked major streets. Granville and Oak Streets are major north-south access routes to the central business district and form part of the major entranceway network to the City. Both 16th Avenue and King Edward Avenue are major roads providing east-west access but at considerably lower traffic volumes than Granville and Oak Streets.

Residential land use on heavily trafficked streets (notably Granville Street) has been an issue within the community for some time. It was considered that traffic impacts - noise, safety, vibration, dust, exhaust emission, etc. - seriously impair the livability of properties fronting onto these streets. In recent years several applications were filed to upzone sites abutting major streets for higher density residential use on the basis that they are not marketable as single family sites.

However, traffic impacts are less in First Shaughnessy in comparison to other areas. Generous front yard setbacks and extensive screening in the form of hedges, rock or concrete walls, trees, etc. improve the livability of Shaughnessy's properties. To some extent, marketability of these properties is a reasonable indication of environmental conditions and it is noted that four new homes were built on major steets in the last several years and were quickly occupied on completion. On balance, it is preferable to locate low density housing on major streets as opposed to higher density housing, provided careful attention is given to design and there is sufficient flexibility on the site to provide adequate screening, privacy, landscaping, etc. to mitigate traffic impacts.

2. Commuter Traffic

Traffic filtration onto local streets is a current problem in the west portion of First Shaughnessy. This problem exists on Cedar Crescent and Cypress Street, and to a lesser extent Pine Crescent, between 16th and King Edward Avenue. It arises from a "jog" in the arterial street grid system that requires southbound traffic from the Burrard Street Bridge to use east-west streets to gain access to other major streets. However, many motorists instead choose to detour on local Shaughnessy streets with adverse effects on the residential environment.

Traffic volumes are excessive for the above-noted local streets. Peak hour traffic approximates 500 vehicles per hour (two-way) in comparison to normal traffic volumes of 50 - 100 vehicles per hour. Over the past several years, "soft" solutions have been implemented to improve the traffic

situation. They include the installation of a mandatory turn lane, signal timing changes and stop signs and construction of left-hand turn lanes at Broadway/Burrard. These solutions have either had short-lived success or been unsuccessful in discouraging through traffic.

A traffic plan has been prepared by the City Engineer in response to more recent resident complaints concerning traffic conditions, noise and accidents. This plan proposes the installation of two traffic diverters at 19th Avenue/Maple Street and 19th Avenue/Cypress Street, a partial median closure (for north and southbound traffic) at Pine Crescent/ King Edward Avenue, left turn restriction at East Boulevard and 16th Avenue, left turn signals at 16th Avenue/Arbutus Street and 16th Avenue/Burrard Street, curb modifications at King Edward and Arbutus Street, and some parking restrictions on 16th Avenue. This plan is currently before Council.

There have been other locations identified where similar traffic shortcutting is occurring, albeit in smaller volumes. Problems of this sort inevitably arise when arterial streets become overloaded. Remedial measures may have some effect in reducing these impacts. However, in the longer term, both LRT and some basic arterial street improvements will have to be implemented in order to preserve the quiet character of local streets.

In general, traffic volumes on most other local streets are below the City average. The projected traffic increase resulting from additional development is not expected to burden the capacity of these streets.

It is noted that another short-cut problem was successfully solved with the installation of a traffic diverter at Fir/16th Avenue.

3. Pedestrian Movement

As noted, Granville Street splits First Shaughnessy into two enclaves. Because of the heavy traffic volumes and the absence of a pedestrian crossing between 16th Avenue and King Edward Avenue, there is no protected pedestrian crossing linking east and west residential enclaves. A study is needed to determine whether there is adequate demand for a pedestrian activated crossing on Granville Street, and if deemed desirable, to establish a priority rating in relation to other locations in the City. This study might also determine whether Angus Drive or Matthews Avenue would be the preferable location for a controlled crossing. A protected crossing may bring periodic disruption to the flow of through traffic on Granville Street. Such disruption may encourage some motorists to seek alternative east-west routes on local streets through First Shaughnessy.

4. Light Rapid Transit

The proposed Light Rapid Transit line connecting downtown Vancouver with the Municipality of Richmond, on the existing B.C. Hydro rail right-of-way, is located near the west perimeter of First Shaughnessy. The GVRD Light Rapid Transit study identifies a possible station at either King Edward/East Boulevard or 16th Avenue/East Boulevard. In the event this LRT line proceeds, a more detailed corridor study will be needed to examine the likely impacts of this system and to make appropriate recommendations concerning land use, density, circulation, etc., in the vicinity of the LRT line in general and station locations in particular.

5. Policies

a) Appropriate measures are needed to reduce through traffic on local streets.

b) The need for an improved pedestrian crossing on Granville Street, between 16th Avenue and King Edward Avenue, should be studied.

c) While the implementation of rapid transit service is to be encouraged, consideration should be given to minimizing possible negative impacts of LRT on adjacent housing in the event it is developed on the Arbutus Line.

11248
10260
2556
3489
18409
13071
17804
13608
8710
7.0
12937
13574
20323
21441
13567
22783
3401
24 HOUR TRAFFIC COUNT (1978)
FIRST SHAUGHNESSY PLANNING STUDY
VANCOUVER CITY PLANNING DEPARTMENT

MAP 9

4.5 ENGINEERING SERVICES

Integral to additional development and redevelopment in First Shaughnessy is the provision of adequate engineering services. These include streets and sidewalks, street lighting (discussed in Section 4.2), electrical utilities, waterworks, and sewer facilities. As an established, fully developed neighbourhood, First Shaughnessy is provided with a full complement of engineering services. The streets are paved with permanent-type surfaces that are of standard width or wider, and are for the most part in a good state of repair. The area's sidewalks likewise are in good condition. As for other engineering services, these are discussed in greater detail in the following text.

1. Electrical Utilities

Increasing residential density in First Shaughnessy will require upgraded utility services, including heavier power cables, more numerous transformers, and additional telephone lines. Subdividing properties could involve the creation of new pole lines, for example to bring in service via a lane. In consideration of the area's sensitivity as regards physical appearance, upgrading of electrical servicing should not create a perceptible increase in the prevalence of electrical apparatus, especially from the roadway or sidewalk.

To minimize the impact of increased servicing, a number of measures should be taken. If possible, no additional poles should be placed on the streets. No poles should be installed inside subdivided properties; rather, new services should be installed underground from the nearest existing pole. Existing buildings may choose to underground their services in conjunction with the undergrounding of services for the new units, resulting in an actual upgrading of appearance. This will be likeliest among Multiple Conversion Dwellings, as it is proposed to underground the additional electrical plant that would be required as a result of conversion. Normally, B.C. Hydro and B.C. Telephone connection boxes should be placed underground where the new property line of subdividing properties meets the City's right-of-way.

In summary, with appropriate guidelines, First Shaughnessy may expect no adverse impact from additional electrical servicing required due to increased residential density.

2. Waterworks

The water system in First Shaughnessy was originally installed from 1929 - 1933. Starting around 1950 and lasting until 1966, a reconditioning program was carried out which provided corrosion-resistant cement linings for the network's cast iron pipes. Overall the network is in good condition. While pressure varies according to location, the range normally maintained would be adequate to supply domestic water to additional residences permitted under the proposed new Plan.

Requirements for fire protection are in excess of those for domestic consumption, and therefore govern system design. Under the proposed Plan, developing infill dwellings and, consequently, reducing minimum building spacings does not raise the firefighting flow requirement above the present 1500 Imperial gallons per minute. Given current high pressure levels in First Shaughnessy, meeting this fire flow is not a problem.

3. Sewers

First Shaughnessy is served by a combined (i.e. sanitary and storm) sewer system roughly sixty years of age. Based on television inspection, the majority of the sewer lineage is in good condition, and better than the average for the City as a whole. The City's ongoing replacement program, involving "twinning" existing combined sewers into new, separate sanitary and storm sewers, includes no plans to reconstruct First Shaughnessy's sewers in the next 25 years due to their adequate state of repair.

As part of the development of a new Plan for this area, the City Engineering Department analyzed the capacity of the sewers to handle storm flows. Analysis of theoretical flow conditions showed that the sewers were flowing at capacity. This was confirmed by measurements in the field. While some locations have adequate capacity, these feed into downstream areas that are under capacity. Any additional runoff entering the sewer would cause additional surcharge and increase the frequency of flooding in the area.

The cumulative effect of redevelopment under the proposed Plan, including increasing impervious surface area, connecting roof and tile drains, and decreasing the time for storm water to enter the sewer, will substantially increase the overall rate of runoff to the sewer. Both subdivision and rezoning will have similar impacts on sewer flows - either will add flow to a system which is already at capacity, increasing the level of surcharge and the frequency of flooding. As a result, the Engineering Department concluded that the sewer system must be upgraded prior to redevelopment in First Shaughnessy, whether under current or proposed zoning.

Given that upgrading of the sewer system is required to accommodate further development, two questions loom:

i) What will the nature of the improvements be; and

ii) Who will pay for them?

Upgrading the sewer system would normally be accomplished by laying new, separate storm and sanitary sewers sized to meet projected flows. It has been roughly estimated that upgrading the entire sewer system in First Shaughnessy would cost $12 000 000 (1981 dollars), with additional costs required to expand capacity downstream. Given the time and costs required for such improvements, the property owners have requested that the City investigate the possibility of installing on-site storage facilities on redeveloping properties. These would enable storm runoff to be captured

and stored in a holding tank for release once peak flow periods pass. On-site retention has been examined by the City Engineering Department and considered to be technically feasible, although the legal implications are still being examined.

Whatever method is used to protect against excessive flooding, an equitable financing policy must be formulated. Traditionally, the City has borne the cost of providing basic sewer services, charging only a relatively small connection fee to individual property owners. In First Shaughnessy, however, an adequate level of service exists which would be superceded earlier than it might otherwise have been due to large-scale redevelopment under the Plan. Though it may rightly be argued that the city as a whole benefits from the preservation of Shaughnessy's character, the direct and immediate benefits accruing from the redevelopment encouraged under the Plan fall mainly to the affected property owners. Although various methods of apportioning costs are being evaluated, all have in common the principle that those who benefit most from redevelopment should bear the costs of providing the required servicing. Recommendations on financing will be forwarded concurrently with the report on what kind of improvements should be made.

4. Policies

a) Additional development in First Shaughnessy should not result in a perceptible increase in the quantity of overhead utility plant.

b) The existing sewer services should be upgraded in order to accommodate further development resulting from either subdivision under the present Subdivision By-law or implementation of the proposed draft Official Development Plan.

c) Additional or upgraded engineering services required for redevelopment in First Shaughnessy shall be to the satisfaction of the City Engineer.

d) The costs of providing additional or upgraded engineering services required for additional development in First Shaughnessy should be borne by affected parties according to the benefits thereby gained.

4.6 COMMUNITY INVOLVEMENT

The adoption of the First Shaughnessy Plan will mark the end of the planning phase and disbanding of the First Shaughnessy Citizens' Working Committee who were appointed by Council to assist City Staff with the preparation of this plan. Attention must now be turned to monitoring how well the plan meets community and city goals. In view of the complex and sensitive nature of this area, and the community's keen interest and

awareness of major issues and planning proposals, a new Advisory Committee should be created to comment on all development proposals and to assist City Staff to assess the plan.

It is proposed that an advisory body representing the views of Shaughnessy residents and other professionals should be established in this community. The Committee composition and terms of reference should be modeled after the Gastown and Chinatown Historic Area Planning Committees. Proposed terms of reference are attached in Appendix A.

The principal function of this Committee will be to comment and advise the Development Permit Board or the Director of Planning, as the case may be, regarding development permit applications in First Shaughnessy.

It is proposed that the Committee composition should include seven committee members, plus an equivalent number of alternate members, comprised of four Shaughnessy residents and three professional representatives from the Heritage Advisory Committee, the Architectural Institute of British Columbia and the B.C. Society of Landscape Architects. At least two of the four resident members should include representatives of the Shaughnessy Heights Property Owners' Association. A small committee is preferred in order to provide more flexibility as meetings will often need to be called at short notice and at irregular intervals as development proposals come forward.

The suggested name for this committee is the First Shaughnessy Advisory Design Panel.

1. Policy

a) Establish the First Shaughnessy Advisory Design Panel to comment on all major development permit applications and to also assist City Staff to review the effectivness of the Plan from time to time.

APPENDIX "A"

FIRST SHAUGHNESSY ADVISORY DESIGN PANEL

TERMS OF REFERENCE

A. PURPOSE

1. To advise the Development Permit Board or the Director of Planning, as the case may be, regarding all major development permit applications in the First Shaughnessy District.

2. To preserve and protect the heritage and special character of the First Shaughnessy District.

3. To advise the Director of Planning concerning the implementation and effectiveness of the approved planning policies, regulations and design guidelines for the First Shaughnessy District.

B. ORGANIZATION

1. The First Shaughnessy Advisory Design Panel shall consist of seven members, of which four members shall be residents of the First Shaughnessy District and the remaining three members shall include professional representatives of the Heritage Advisory Committee, the Architectural Institute of British Columbia and the B.C. Society of Landscape Architects. Each member shall have an alternate representative/designate.

2. At least two of the four resident members of the First Shaughnessy Advisory Design Panel shall be current members of the Shaughnessy Heights Property Owners' Association.

3. No individual may be appointed a member or alternate if that person is an elected representative of Vancouver City Council or the holder of any elected office with the City of Vancouver.

4. Resident members and alternates shall be appointed by Vancouver City Council and shall be current residents in First Shaughnessy and representative of local area groups.

5. City Council shall appoint one non-resident professional member and his/her alternate from the Heritage Advisory Committee, the Architectural Institute of British Columbia and the B.C. Society of Landscape Architects.

6. Members shall be appointed for a period of one year. An alternate may replace a member at the expiry of his/her term.

7. Five members shall constitute a quorum provided that this quorum includes at least two non-resident members from either the Heritage Advisory Committee, the Architectural Institute of British Columbia or the B.C. Society of Landscape Architects.

8. The Chairperson and Vice-Chairperson shall be residents in the First Shaughnessy District and must be elected by the First Shaughnessy Advisory Design Panel for a period of twelve months.

9. Members and alternates shall serve without financial remuneration.

10. The First Shaughnessy Advisory Design Panel shall record their own minutes and advise the Development Permit Board or the Director of Planning, as the case may be, in writing or development permit applications and other planning matters where appropriate.

C. PROCEDURES

1. The First Shaughnessy Advisory Design Panel can hold meetings at its own discretion but shall be responsible to the City's processing requirements for all development permit applications.

2. Upon receipt of a major development permit application for any site or structure within the First Shaughnessy District, the Department of Permits and Licences shall refer that application to the First Shaughnessy Advisory Design Panel for comment. The applicant shall provide one set of plans to the First Shaughnessy Advisory Panel and other information that may be requested by the Chairman of this Panel.

3. Applicants may be invited to appear before the First Shaughnessy Advisory Design Panel to explain their proposal(s) in detail.

4. The advice or recommendation of the First Shaughnessy Advisory Design Panel shall be attached to each application and forwarded to the Development Permit Board or the Director of Planning, as the case may be, for consideration.